

Chapter III

Future Needs and Land Use Plan

Comprehensive Plans are intended to anticipate and plan for change--not merely reflect it. Change within a community can be subtle and slow to emerge, or it may be rapid and dramatic. In either case, a well crafted Comprehensive Plan should foresee where and how the community is changing, as well as be responsive to change as it occurs during the life of the Plan.

This section examines a number of the changes that are envisioned to take place in our community over the next two decades and more. Many of these changes reflect the demographic and economic growth of the community. In the rural areas, many of the changes are related to the transition from a traditional agricultural economy to a more diversified agribusiness approach. Others mirror more fundamental changes in the marketplace and of the lifestyles that are part of broader societal trends. (Amendment 9416)

This Comprehensive Plan anticipates continued population growth for both the City of Lincoln and Lancaster County. As discussed in Chapter II, the City and County have been fortunate to have had a long, sustained history of population expansion. In 1990, for instance, the U.S. Census placed Lancaster County's population at 213,641 persons--nearly 21,000 more people than resided in the County in 1980, an increase of over ten percent.

During the 1980's, the City of Lincoln was the recipient of much of the area's population growth--nearly 95 percent of the County's total population increase happened within the City. This growth added to the economic and demographic base of the community and resulted in the expansion of the urbanized area as homes and businesses were built to accommodate a greater number of residents and employees.

Over the past several decades, the County's population growth rate has been averaging around one percent per year. Based on the initial results of the 1990 U.S. Census and other readily available demographic information, a series of population projections were made by staff. This information--along with population projections from a number of other sources--was presented to the City-County Commons in October of 1991.

Upon reviewing this data, the Commons voted to utilize a rate of population increase of near one percent per year as the basis for planning future land use and public service needs through the year 2010. After it was decided to extend the planning period to the year 2015, it was felt that this rate should continue to be the basic level of growth assumed by the Plan. Thus, extrapolating growth an additional five years, the County's total population is projected to reach approximately 270,460 persons by April 2015. This will increase the County's population base by about one-fourth from the 1990 level of 213,641. While these assumptions have been incorporated into the Plan, it should be noted that the population of the City of Lincoln has been increasing, partially through annexation, at a faster rate than Lancaster County. The City's population has been growing at a rate of 1.6% per year for the past three decades. If that rate of growth continues, the time frames for various development opportunities and the need for certain infrastructure and community facilities may be accelerated.

While the Comprehensive Plan encompasses both the City and County, the transportation modeling and accompanying projections focus on an area that is larger than the City but considerably smaller than the County. This area is commonly referred to as the "cordon area." This area sets the limits of the Plan's modeling effort. A further discussion of the cordon area and a map showing the cordon boundary are presented in Appendix B, Transportation Technical Report.

The discussions on residential and commercial development consider only assumed growth within the cordon area.

A Build Out Scenario of the Land Use Plan was prepared in November 1996 and the population totals are shown in Table 7b and 7c. It indicates a County population of 315,145 persons at a build out of the plan. The life expectancy of the Plan varies depending on the rate of growth. However, the projections of population and forecasts for land use needs should not be viewed as an absolute indicator of what the future holds. Changes in technology, economic activity, migration and the meanings, values and beliefs of the community have a real and dramatic impact on how we use land. A change in behavior associated with home shopping on interactive cable might significantly reduce the need for retail space. Fiber optic communications might increase work at home, changing the needs for office space. A new business or industry might locate in the community thereby increasing the need for a particular land use which had not been foreseen by the plan. The future is elusive; land use needs are ever-changing. (Amendment 9416)

This plan provides for more land for development than is forecast to be needed over the planning period. If only the minimum amount of land forecast to be needed is allocated in the plan, the value of that land increases merely as a result of the Comprehensive Plan designation. The community should not be enriched by the mere designation of land in the Comprehensive Plan, the community is improved by capital investments such as roads, water, sewer, trails or parks. (Amendment 9416)

Less arbitrary and more efficient allocation of land recognizes the forces of the private market and the limitations of the capital improvement budget. This plan acknowledges that these factors play an important role in growth and development of the community.

It is not unreasonable to plan for twice the amount of land projected for development to be needed within the planning period, if the actual development of that land is constrained by the marketplace and the limitations of the capital improvement plan. Both of these forces, the market and the availability of capital, are central components of this Comprehensive Plan. (Amendment 9416)

Planning for rural land uses surrounding Lincoln and county towns and villages poses a significant challenge. Changing trends related to farming and agribusiness and the continued demand for rural residential areas, due to the urban influence of a growing Lincoln and continued interest in rural lifestyle, underscore the importance of a vision for the rural part of Lancaster County. It will demand flexibility and a sense of balance to blend rural residential uses with the agricultural base, but such a mixture can enhance the diversity of Lancaster County during this transition period. (Amendment 9416)

The uses of agricultural land are changing, evolving in some cases from traditional farming (row crops) to specialty agricultural practices. The traditional family farm operation producing animals and crops will continue; some farms will increase in size in order to survive financially. In addition, uses based on horticulture, aquaculture, and silviculture will continue to grow. (Amendment 9416)

With these changes will come the need and opportunity to market products on the farm site. The Plan affirms the "right to farm". In the legal context, existing agricultural uses, even with minor changes in activity levels, continue to be protected by state law. Equally important philosophically anyone purchasing property or changing a land use next to an existing agricultural operation must adapt the use to be compatible with it, versus the agriculture operation being required to change. (Amendment 9416)

As agriculture production and marketing strategies change and as rural residential uses increase, the focus during this planning period will be on the compatibility of the existing adjacent uses and the preservation of rural character. (Amendment 9416)

The land use plan reserves more land for development than will actually be needed for real development during the planning period. If the Comprehensive Plan only designates for development of the minimum amount of land projected for use during the planning period, it artificially raises land values. On the other hand, a plan that designates far more land than is needed provides little guidance for decision and can result in inefficient and costly public-private investment decisions, loss of natural resources and valuable agricultural land, and dispersed development patterns that erodes Lincoln and Lancaster County's sense of community. The Comprehensive Plan must provide a balance between these poles, providing adequate choice of development sites while guiding both development and public investment decisions. This balance can be achieved by planning for about twice the amount of land projected for actual development during the planning period. This area, as defined in the land use plan, represents the projected urban service limit for the year 2015.

Land Use Planning and the Community Vision

The land use plan provides the foundation for guiding community growth and supporting public investments. Yet, the plan is not an arbitrary map of future land uses. Rather, it is guided by the basic principles articulated as the Community Vision. These provide direction for the community's land use policies. (Amendment 9416)

A CONTINUING COMMITMENT TO NEIGHBORHOODS: Neighborhoods are one of Lincoln's great strengths and their conservation is fundamental to this plan. The health of Lincoln's varied neighborhoods and districts depends on implementing appropriate and individualized policies. In addition, the land use plan is the basis for zoning and other land development decisions. It should guide decisions that will maintain the quality and character of the community's established neighborhoods.

MANAGED, CONTIGUOUS GROWTH: Growth is a characteristic of a dynamic, healthy community. Lincoln's sense of community has been based on incremental, compact growth which built on the foundations of established neighborhoods. Future growth will continue this traditional pattern and be linked to both the level of demand in the market and to the orderly extension of public improvements and services. (Amendment 9416)

KEEPING THE COMMUNITY WHOLE: Lincoln is a unique city. It is one community. It is not surrounded by separate independent municipal jurisdictions like other cities throughout the United States. The "90/10" population ratio between Lincoln and the balance of Lancaster County should continue into the future and will remain the basis for all planning studies and activities. (Amendment 9416)

RURAL COMPATIBILITY: Rural residential areas, more remote from Lincoln or other county communities, should focus on compatibility with adjacent land uses. (Amendment 9416)

DOWNTOWN AS A COMMUNITY FOCUS: Downtown belongs to all members of the community. This centrality has provided residents with a sense of identification. Land use policies will assure that Downtown remains a special center, even in a multi-nuclear city. It will remain the territory of all citizens--a commons for the community.

A VARIETY OF ACTIVITY CENTERS: Lincoln and Lancaster County will provide a variety of settings for community activities and employment. This variety is essential to building city and county communities that continue to meet the needs of the residents. These facilities should be integrated into the fabric of the community. (Amendment 9416)

ENVIRONMENTAL PRESERVATION AND SUSTAINABLE GROWTH: As Lincoln and community grows, it will respect its important environmental resources and use them to enhance the quality of urban and rural development. Land use policies will encourage development which conserves resources for future generations. (Amendment 9416)

PLANNING AS A PROCESS: Community growth and development is a changing, dynamic process. Similarly, a land use plan must have the ability to respond to change in order to remain a vital, relevant tool that guides community decision making.

WHILE AGRICULTURE CHANGES, RURAL CHARACTER REMAINS: Changes in agriculture and agribusiness and the increasing demand for rural residential living will result in continuing changes in uses of agricultural land. The plan focuses on the compatibility among the various uses. The recognition of the "right to farm" is an element of the preservation of our underlying culture, and is an inherent part of the environment in Lancaster County. (Amendment 9416)

Table 7b
Dwelling Unit and Population Totals
by Year and Condition

Year and/or Condition	Dwelling Units¹		Population¹		
	<i>Cordon</i>	<i>County</i>	<i>County</i>	<i>Cordon</i>	<i>City</i>
1996	90,600	96,383	230,126	216,318	207,113
B.O.S.	123,948	131,860	315,145	296,236	283,631
"350,000"	137,657	146,444	350,000	329,000	315,000

(¹ For purposes of determining the relative distribution of dwelling units and population, it was assumed that the "Cordon" area is 94.0 percent of the "County" and that the "City" is 90.0 percent of the "County. ")

Table 7c
Estimated "Life Expectancy" of Plan
Based on Alternative Annualized Rates of Growth
for Lancaster County¹

Scenario	Years by Annualized Rate of Growth					
	1.0%	1.1%	1.2%	1.3%	1.4%	1.5%
B.O.S. (315k)	32 (2028)	29 (2025)	26 (2022)	24 (2020)	23 (2019)	21 (2017)
Directional Growth (350K)	42 (2038)	38 (2034)	35 (2031)	32 (2028)	30 (2026)	28 (2024)

(¹ Based on the U.S. Census Bureau's estimated 1995 Lancaster County Population of 228,638 persons.)

A. City and County Land Use Plan

Goals

- ! Maximize opportunities for planned urban development which are sensitive to the natural qualities of the area, including land uses efficiently served by a balanced and energy-efficient transportation system and community services and facilities.
- ! Concentrate new growth in the Lincoln urban area and in the villages throughout Lancaster County. Protect existing rural areas from urban sprawl through planned development.
- ! Preserve the rural quality of life while allowing for the quality growth of Lincoln and the incorporated communities of the county and encourage contiguous development.
- ! Maintain contiguous development in areas immediately surrounding Lincoln. (Amendment 9416)
- ! Preserve the rural quality of life by assuring that changing rural residential land uses or growth is compatible with adjacent and surrounding land uses. (Amendment 9416)
- ! Include the plans of the towns and villages in Lancaster county as sub-area plans. (Amendment 9416)

The City and the County land use maps are, for the first time, unified into one single plan. This unification is possible because of a computer technology known as a Geographic Information System. This technology allows us to "zoom in" to a land use detail, or "zoom out" to look at the entire County. But whether the scale is large or small, printed on a single page or on a paper which covers a wall, it is the same single map.

The land use map provides a picture of the 846.5 square miles of the county. It also shows the 65 square miles in the current city limits, and the 82 square miles of the city future urban limits (i.e., city plus future service limits). (Amendment 9416)

The two maps, Lincoln's Land Use (Figure 16) and Lancaster County's Land Use (Figure 17) are actually the same map at different scales. This map may be further subdivided for any neighborhood, township or area.

While this single plan represents an exciting advance in our *planning technology*, it is also a reaffirmation of Lincoln and Lancaster County's long standing approach toward *planning cooperation*. Since the establishment of a joint City-County Planning Commission in 1959, Lincoln and Lancaster County have worked closely on the formulation of three separate comprehensive plans. These plans have guided the development of each jurisdiction in a cohesive and reasoned manner, while serving both urban and rural interests. This cooperative arrangement has once again been realized and advanced with the adoption of this, the fourth joint Lincoln-Lancaster County Comprehensive Plan.

This cooperative planning effort affords the citizens of the City and County with more than just a single document they can call their plan. It provides an environment for the rational delivery of public services and infrastructure that are designed to meet a range of urban and rural lifestyles. This cooperative planning provides stability to the development process and allows for a pattern of growth unencumbered by jurisdictional disputes and disparate economic bases. In short, the plan provides for an orderly, viable City and County that function as one community. (Amendment 9416)

Unified planning is particularly important because it recognizes the relationship between urban and rural areas and creates a document that reflects the needs of both settings. The plan provides for the effective and efficient delivery of public services that meet a range of urban and rural lifestyles. It also provides predictable standards and policies to private decision-makers and promotes a growth pattern determined by such key issues as land forms, public services, and community vision, rather than the arbitrary limits of jurisdictional boundaries. The unified plan knits a metropolitan city, independent towns, rural villages, and agricultural areas together into an environment that offers residents with many choices within the context of One Community.

At both the City and County level, the land use plan considers a number of natural features including geology, soils, hydrology, and air quality; the plan also enhances the quality of life by supporting restrictions related to light and noise pollution. The most basic of all the natural forms is the geology and soils upon which the human community is built. Lancaster County contains a wide range of different soil types. Each of these soil types have different characteristics which can make them more or less suitable for different land uses. The two most significant characteristics of the soil in relation to land use in Lancaster County are the quality for agricultural purposes and the suitability for use with individual sanitary sewer systems. (Amendment 9416)

The geology and soils have been shaped and formed into the topography of the land. The basic planning unit suggested by this plan for the land around Lincoln is the natural drainage basins and sub-basins of Salt Creek. While some parts of the County drain away from Salt Creek, the dominant drainage basin is the Salt Creek basin which covers all of the City of Lincoln with its various tributaries. Those basins form a natural planning unit because of the gravity flow of the City's sanitary sewer system and stormwater system.

Water flowing over and under the ground in Lancaster County is the hydrological system of the County. This system might be divided into three general categories: surface water hydrology, groundwater hydrology and aquifer recharge areas. Surface water includes all of the lakes, creeks, and wetlands in the county. Groundwater includes all of the subsurface water resources of the county. Aquifer recharge areas are those areas in which surface water percolates into the ground thereby restoring the groundwater.

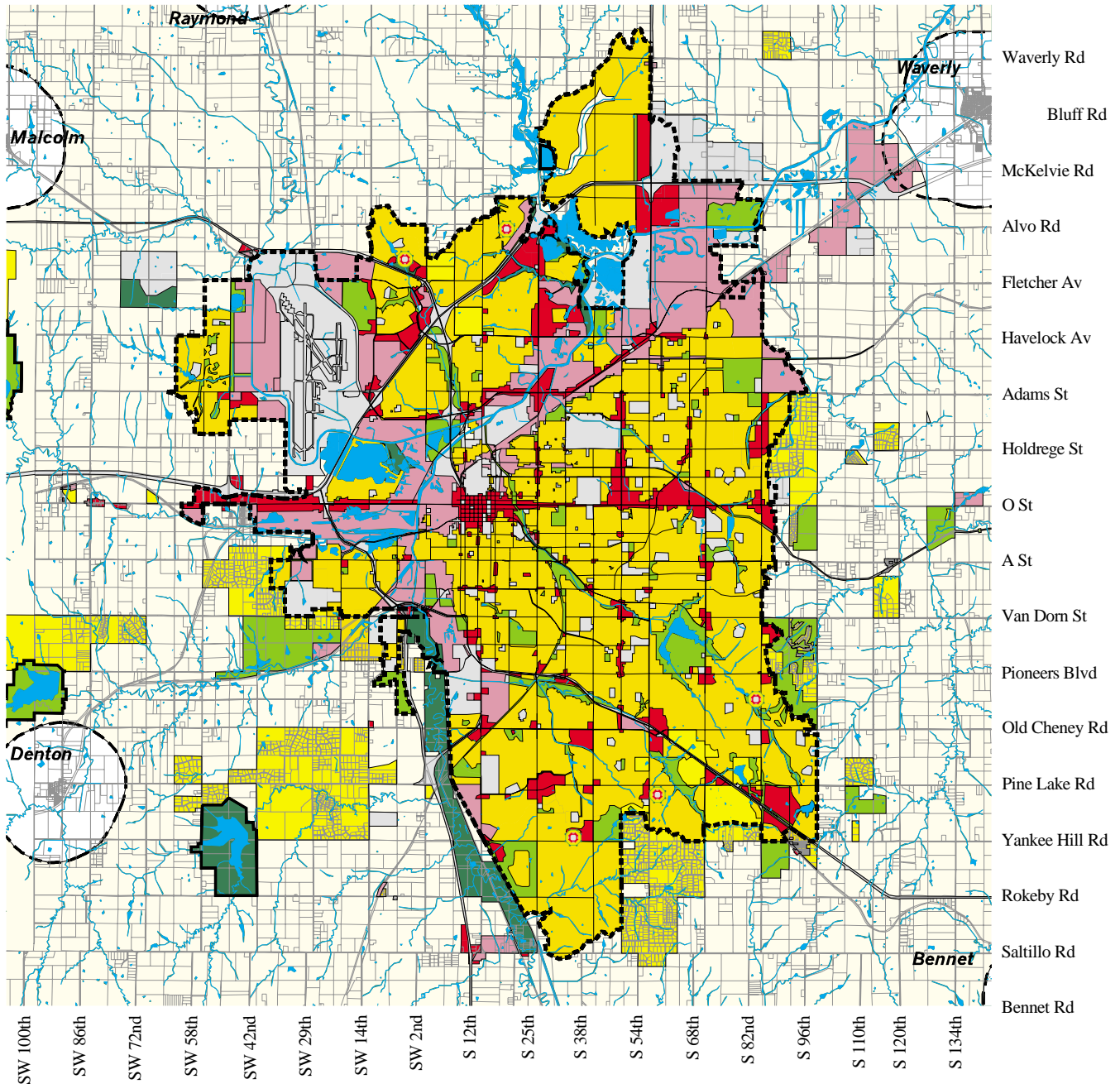
Lancaster County and the City of Lincoln enjoy very clean air when compared to other American cities. As traffic patterns and technology change, the attainment of continued high quality of the air may become threatened. The high quality of the air is one of the many assets which contribute to the high quality of life in Lincoln and Lancaster County and preservation of the high air quality should be maintained.

The future growth of Lincoln should consider the impact of lighting from new developments throughout Lancaster County. Emphasis should be placed on quality lighting which reduces or eliminates glare, light trespass and skyglow. By starting now to reduce light and noise pollution and encourage quality lighting, the citizens of Lincoln and Lancaster County will leave a legacy for our future generations. Appropriate noise control and adequate buffering will help ensure compatibility of land uses of the county. (Amendment 9416)

The Land Use Plan contains nine general categories of land use types that form the basis for this chapter and are further described below: (Amendment 9416)

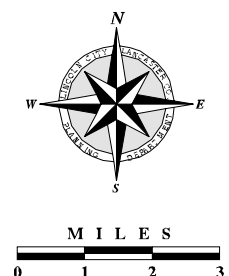
- ! **Urban Residential (Gold) encompasses residential areas with densities ranging from more than fifteen dwelling units per acre to less than one dwelling per acre.**
- ! **Low Density Residential (Yellow) encompasses residential areas with densities which usually range from 1 to 5 acres per dwelling unit with a typical density of 3 acres per dwelling unit, also referred to as acreages. These areas include both rural use areas outside of the Future Urban Area of the City of Lincoln and areas within the Future**

Figure 16 LINCOLN'S LAND USE PLAN



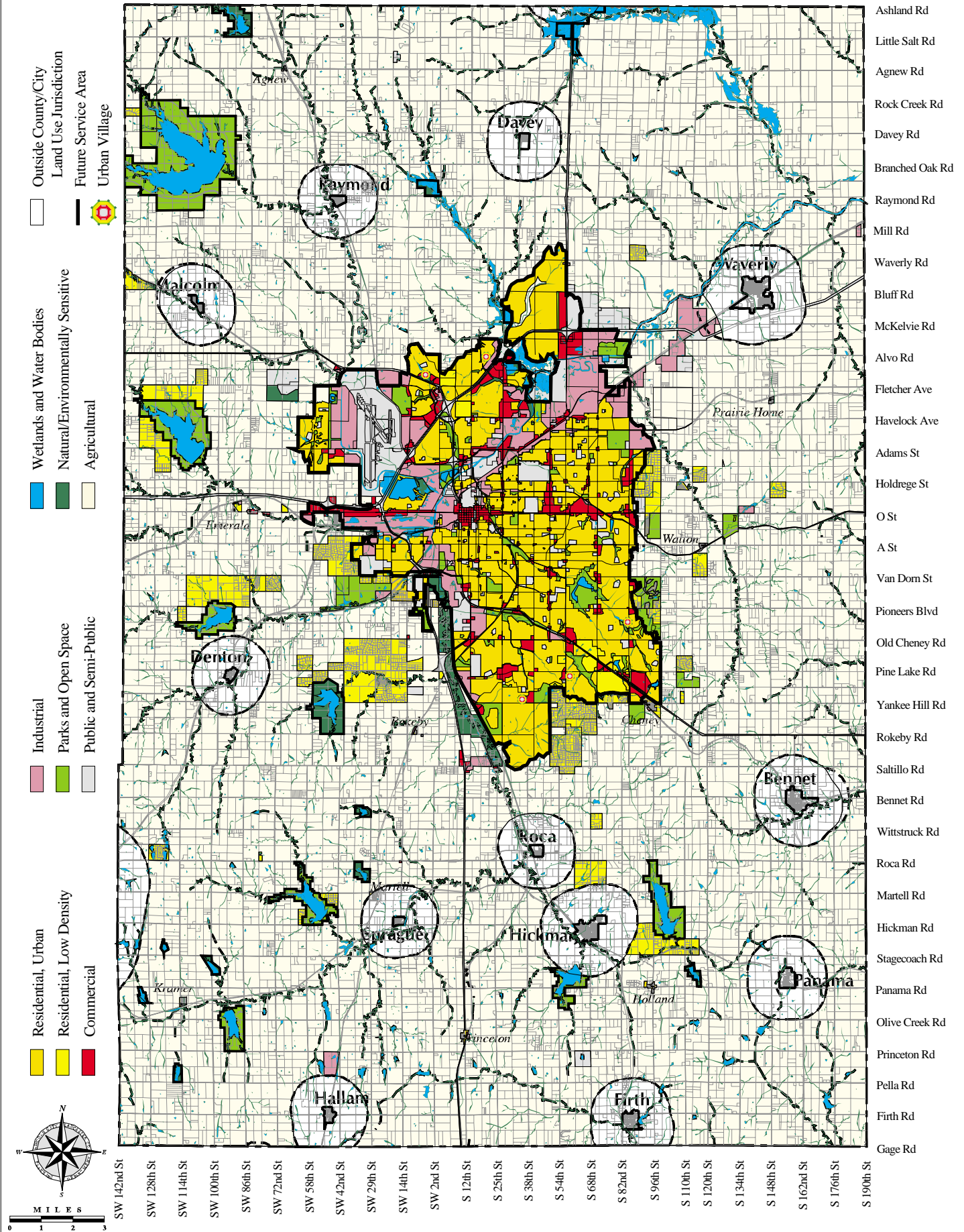
LEGEND

- | | |
|--------------------------|-------------------------------------|
| Residential, Urban | Public and Semi-Public |
| Residential, Low Density | Wetland and Water Bodies |
| Commercial | Natural / Environmentally Sensitive |
| Industrial | Agricultural |
| Parks and Open Space | Urban Village |
| Future Service Limit | |



blank page

Figure 17
LANCASTER COUNTY'S LAND USE PLAN



blank page

Urban Area. Low density residential areas within the Future Urban Area, and within the Lincoln City Limits, should be designed to become incorporated into the City. Low density rural use areas beyond the Future Urban Area should be designed to be compatible with the adjacent land uses, and rural lifestyle of the area, including recognition that the agricultural operator's "right to farm" is an integral part of rural lifestyle. (Amendment 9416)

- ! **Commercial (Red)** encompasses areas of retail, office and service uses. This area includes Downtown Lincoln, the largest commercial area of the region, and other commercial areas throughout the City and County. Commercial areas in the developing area of the city are anticipated to have, on average, a floor to area ratio (FAR) of 0.25. *Higher or lower FAR may be appropriate* if the sites are found to be suitable for a more intensive or a less intensive density utilizing the zoning criteria described in the plan. Residential uses are strongly encouraged in Downtown Lincoln and may be appropriate in other planned commercial areas. There are seven types of commercial areas within the city: Downtown, Traditional Business Districts, Neighborhood Centers, Community Centers, General Commercial Areas, Gateway and East Park, and Other Mixed Use Areas. In addition, there are a number of free-standing commercial and industrial Rural Centers located outside the city (e.g., Sheldon Power Plant, Bennet Corner). (Amendment 9416)
- ! **Industrial Land (Purple)** encompasses areas where manufacturing, warehousing and trucking and transportation facilities are the dominant land use. Residential uses are discouraged in industrial areas.
- ! **Parks & Open Space (Light Green)** encompasses areas of public or private parks, outdoor recreation and open space, including golf courses and some trails. These areas are intended for intensive human use.
- ! **Public and Semi-Public (Grey)** encompasses areas of public or semi-public land use and/or structures that serve the general public. Only the largest and most significant facilities are shown on the land use plan. Dependent on their compatibility with the surrounding area, small scale public and semi-public land uses may be allowed within all land use designations.
- ! **Wetland and Water Bodies (Blue)** encompasses water bodies and wetlands as designated from a base map provided by the U.S. Fish and Wildlife Service (FWS) developed through the National Wetlands Inventory (NWI) and other data sources. This information should be presumed to contain a margin of error of + /-30%; in other words 30% of the wetlands and water bodies shown on the map may not exist in the field and 30% of the wetlands and water bodies which exist in the field may not be shown on the map. Figure 19 shows the NWI Base Map.
- ! **Natural Environmentally Sensitive Areas (Dark Green)** encompasses land and water masses which are of particular importance for maintenance and preservation. Such areas may be either publicly or privately owned. The uses of such areas may include some agricultural uses and very low intensive passive recreational uses such as walking trails when such uses are not harmful to the area. These areas have been shown 50 feet from wetlands and water bodies for illustration purposes. These areas should be confirmed by field investigation. (Amendment 9416)
- ! **Agricultural Land (Light Yellow)** encompasses land principally been used for traditional agricultural production. This land is now in transition to more diversified agribusiness ventures such as growing and marketing of products (e.g., horticulture, silvaculture, aquaculture) on site. Selected other uses (e.g., very low density residential, ag-related services) may be allowed when such uses meet specified criteria such as compatibility with rural character and the availability of infrastructure and public services. (Amendment 9416)

In addition to the land uses, there are "other incorporated places" which are identified in the land use plan in white; these include the cities of Waverly and Hickman and the villages of Malcolm, Raymond, Davey, Denton, Bennet, Sprague, Roca, Panama, Hallam and Firth. (Amendment 9416)

Strategies:

- È Develop a subarea plan for the Stevens Creek drainage basin which will address the environmental, land use, transportation, utility, service and other development issues regarding future urban and rural development in the basin. (Amendment 9430)

blank page

B. Urban Residential (Gold) encompasses residential areas with densities ranging from more than fifteen dwelling units per acre to less than one dwelling per acre.

1. Future Urban Residential Needs and Plan

Goals

- ! Provide an environment for each neighborhood that promotes the safety and well-being of the residents and provides a sense of community.*
- ! Enhance rural and urban neighborhoods through the preservation of their natural environment.*
- ! Ensure that building codes and land development (i.e. subdivision and zoning) regulations are updated with consideration given to new, proven methods and technologies, reducing housing costs, increasing public safety and improving energy efficiency.*
- ! Increase home ownership opportunities for households of different sizes and income levels. Supplemental statement: Encourage the development of new subdivisions in all areas to increase the supply of buildable lots.*
- ! Encourage the development of housing that is appropriate to the requirements of households with special needs, including but not limited to, the elderly, the physically and/or mentally challenged, and households in crisis.*
- ! Provide opportunities for the development of multi-racial and multi-income neighborhoods throughout the community.*
- ! Encourage efficient use of urban areas by providing for high density residential uses as an integral part of major, planned commercial and residential developments.*

As the character and composition of the community changes, the residential needs of the community will also change. This plan seeks to provide the broadest possible choice of housing types and income levels in all sectors of the community. This includes new housing types such as congregate and semi-independent living quarters for elderly and special needs populations and affordable housing in all sections of the community. In addition, provisions should be made for estate lots both inside the City limits and in the County. (Amendment 9416)

Residential land accounts for a significant portion of the total development within the urbanized area. The amount of residential development is a function of several factors, including total population, the number of persons living in each dwelling unit (i.e., persons per unit), the density of dwelling units per developed acre (i.e., dwelling unit's per acre), and the rate of dwelling unit vacancy. Each of these factors contributes to the community's need to plan for additional residential development and the accompanying services and infrastructure. (Amendment 9416)

Within the cordon area, the number of dwelling units (DU) is anticipated to increase from an estimated 83,915 DU in 1993 to 105,464 DU by the year 2015--a net increase of approximately 21,500 units. This represents a 26 percent jump in the total number of dwelling units needed to meet future demand. A substantial portion of this increase is attributable to the growth in the population base noted earlier. The Plan also assumes continuation of the trend toward smaller household size; although, this is expected to level off at around 2.4 persons by the end of the planning period. This too will contribute to the increased need for additional residential development, but at a declining pace.

Housing density (i.e., dwelling units per acre) also influences how we plan for residential growth. Based on recent platting activity (i.e., subdivisions), a rate of 3.3 dwelling units per total acre was found to be the norm for newer areas of the City. This rate became the basis for determining the need for typical urban residential land along the urban fringe. In areas designated for low density residential, a rate of 3 acres per dwelling unit was established as the

base level. These two rates were used to anticipate the overall level of demand for residential acres.

The last factor assumed to impact the projected need for residential development was vacancy rates. Because of the difficulty of obtaining accurate, up-to-date vacancy rates, it was assumed that the same vacancy level found during the 1990 Census would continue throughout the planning period. Thus no adjustments were made to the future estimates of residential need premised on a change to the vacancy rate.

Within the urban area, neighborhoods are delineated to provide a framework for more detailed subarea planning and design. It is extremely important that good living conditions be established and maintained at the neighborhood level.

Strategies:

- E** The following specific principles should guide the planning of neighborhoods. Whenever practicable, each neighborhood should provide:

 - " a variety of housing types for a broad range of income levels;
 - " a centrally located elementary school within one to one-and-one-half miles of the residences of all children;
 - " an adequate, well-equipped playground adjoining each elementary school;
 - " close access to a neighborhood park or another type of park which would serve the neighborhood;
 - " access to a commercial center serving local needs;
 - " a safe walkway system for internal circulation by pedestrians and cyclists;
 - " adequate access to all property, especially for emergency vehicles;
 - " limited but efficient vehicular routes from within the neighborhood to major streets at its edge; and
 - " an arrangement which routes through-traffic around the neighborhood on major streets.
- E** Review zoning and subdivision codes to identify and remove obstacles to affordability and diversity within all neighborhoods.
- E** Provide incentives and regulations that promote economic and racial diversity in new residential developments.
- E** Regularly monitor and update building codes, zoning, and subdivision regulations to take advantage of new proven methods and technologies that enhance safety, affordability, and energy efficiency.
- E** An adequate amount of child care, including pre-school and before and after school care, should be located, to the greatest extent possible, in direct proximity to, or adjacent or directly across the street from, elementary schools, churches and parks.
- E** Encourage the development of "New Urban Neighborhood" design principles or guidelines for inclusion in the Plan. Principles or guidelines should be developed through a collaboration of both public and private interests. (Amendment 9423)

2. Existing Urban Residential Areas

Goals

- !** *Preserve and maintain the community's existing, useable housing stock.*
- !** *Develop building codes which would facilitate new construction or substantial rehabilitation, while maintaining life and safety standards. Supplemental statement: Apply the appropriate building codes, uniformly, to the new construction and substantial rehabilitation of housing throughout the community.*
- !** *Provide an environment for each neighborhood that promotes the safety and well-being of the residents and provides a sense of community.*
- !** *Preserve, protect and promote the character and unique features of rural and urban neighborhoods, including their historical and architectural elements.*
- !** *Enhance rural and urban neighborhoods through the preservation of their natural environment.*

- ! *Encourage stable and diverse rural and urban neighborhoods by increasing housing opportunities (accessibility and affordability) for all socio-economic groups.*
- ! *Preserve the character of rural and urban neighborhoods through maintenance of existing housing stock and encouragement of compatible design in new housing.*
- ! *Provide for relocation of families subject to displacement by governmental projects.*

Residences are the largest user of land in a city and a key determinant of the community's image. Half of the land within the current (1994) city limits of Lincoln, 20,729 acres, is zoned for residential use (R-1 through R-8). Within the developed neighborhoods is a wide variety of ages, types, and density of housing, but Lincoln is predominantly a city of single-family homes and duplexes. Those two types occupy 95% of the developed residential land.

The inner neighborhoods of old Lincoln and of the formerly independent towns (e.g., Havelock, University Place, etc.) were largely developed with single-family housing, then partially redeveloped over a long period, at ever-increasing density, reflecting their "apartment" zoning. Many of these areas have reached their "target" densities as stated in the zoning code. Long-established single family neighborhoods also exist throughout the City. Most are in relatively close proximity to some higher density housing. Newer neighborhoods are predominantly single-family in housing type, although developments employing the Community Unit Plan (CUP) and Planned Unit Development (PUD) options typically contain some apartment complexes and other clusters of higher density housing.

The density of one- and two-family housing in Lincoln has changed in the past twenty years. In 1970, Lincoln's single-family housing occupied land at a rate of 5.97 dwelling units per acre. By 1990, this density had lowered to 5.12 dwelling units per acre, reflecting the increasing lot sizes in newer single-family subdivisions. Multi-family (3 or more) dwellings have shown an increase in density in the past 20 years from 32.96 dwelling units per acre in 1970 to 39.93 dwelling units per acre in 1990.

Downtown housing, a special category of dense, urban residences, has seen significant changes in the last decade. After many years of losing units, the trend has been stabilized and even reversed with extensive subsidized investments by the public sector in the rehabilitation of major historic apartment buildings, such as the Metropolitan, the President, and the Ambassador, and with creation of new units in buildings adapted from other uses, such as University Towers, CenterStone, Hardy Building, and Grainger Building. These projects offer an important alternative among Lincoln's housing types, and reinforce the mixed-use character of the City center.

The community's residential goals stress affordability, variety, preservation of neighborhood character, and economic and social integration throughout the community. Many of Lincoln's older neighborhoods embody these ideals, with types and costs of housing varying block by block, upper and lower income residents living in close proximity, and sufficient density to make mass transportation a viable option. Many neighborhoods are preserving and restoring their historic character, and celebrating and sharing their history through tours, signs, and publications. Lincoln's future cohesiveness relies on a socially integrated population that lives with knowledge and concern for one another and the community at large.

Neighborhoods are always in a process of change. Most changes are incremental and adjustments are made slowly and with little disruption. However, trends which threaten community values warrant monitoring and even intervention. For instance, comparison of Census data from 1980 and 1990 shows that during the 1980's, the number of single-family dwellings in Lincoln's low/moderate areas declined by 706 units, a 9% decrease. During this same time the total number of dwelling units in low/moderate areas increased by 467 units, indicating that single-family units were being replaced by multi-family housing and the overall density of these areas was increasing. More encouraging was a reversal in the population

decline in some central city areas seen between 1970 and 1980. In the last decade, no significant changes were seen in the numbers of residents in the central part of the City.

The 1990 Census reveals other challenges to the community's housing goals. Newly developing residential areas in the south and southeast portions of the City, and the Highlands neighborhood to the northwest, have family incomes of 150% (or more) of median, indicating a more homogeneous, upper-income concentration than is found in the City as a whole. This socio-economic segregation, based largely on housing costs, can have a destabilizing effect on community cohesion. Homeownership rates also reflect persistent problems. The overall rate of homeownership dropped slightly, from 58.8% in 1980 to 58.1% in 1990. The percentage of minority homeowners dropped more sharply, from 30.7% to 28.8%--less than half the rate for the community as a whole.

Disinvestment can be one of the greatest threats to neighborhoods, whether by individuals, lenders, or public institutions. For over 15 years, the City of Lincoln has been interested in the availability and accessibility of credit for home purchase or improvement in the City's older areas. In 1979, a study found that the neighborhoods with the lowest rates of mortgage and home improvement lending correlated strongly with areas of low/moderate household incomes. More recently, an analysis completed by the Urban Development Department in 1992 showed that during the 1980s, low/moderate areas received about 12% fewer mortgages and 8% fewer home improvement loans per 1,000 single-family dwellings than non-low/moderate areas in Lincoln. While this information indicates Lincoln is not experiencing redlining, increased lending is desirable in the City's older, and poorer areas in light of the overall condition of the housing in these areas and the goal of increasing the level of homeownership.

One of Lincoln's most valuable community assets is the supply of good, safe, and decent single family homes which are available at very affordable costs when compared to many other communities across the country. Preservation of these homes for use by future generations will protect residential neighborhoods and allow for many households to attain the dream of home ownership. But affordability is a relative term. While housing costs are less expensive in Lincoln than in most communities in the U.S., decent housing remains beyond the means of a large portion of the City's population. Affordability is defined by a household (whether owner or renter) paying at or below 30% of its income for housing. According to the Department of Housing and Urban Development "CHAS Databook", over 21% of the households in Lancaster County exceed that threshold, nearly 90% of which are very low to low income households (earning under 80% of median income).

While new growth areas are an essential part of Lincoln's future, existing residential areas provide irreplaceable resources and will continue to house most of the community's residents. New neighborhoods will contribute their own chapters to the City's history, but they cannot replicate the architectural styles and materials of older areas. Nor are new homes likely to be as affordable as the rich stock of existing, smaller homes found throughout established areas, providing an essential opportunity for many first-time home buyers. Strategies to strengthen the community's residential areas focus on the goals of affordability, reinvestment, and preservation of character.

The City's Urban Development Department has completed the "Consolidated Plan for HUD Entitlement Programs, FY95-FY99," which replaces the previously produced CHAS. This plan brings together many of the Department's planning efforts described in this section into a single document. The Consolidated Plan is hereby incorporated by reference as an approved component of the Plan. (Amendment 9405)

a. Affordability

Goal

! *Encourage the development of an adequate supply of affordable housing for households of different sizes and income levels.*

The Comprehensive Housing Affordability Strategy (CHAS), adopted by the City Council in December of 1991 and updated in December of 1993, is a comprehensive planning document that identifies Lincoln's overall need for affordable and supportive housing and outlines strategies to address those needs. CHAS established five priorities to implement the overall goal of increasing affordable housing. These are:

- " Provide homeownership opportunities to first-time low-income home buyers;
- " Provide assistance to improve and preserve the condition of both owner and renter-occupied housing units;
- " Provide for the economic integration of Lincoln's neighborhoods;
- " Provide assistance to increase the number of affordable rental housing units for households under 80% of the City median income; and
- " Provide service-enriched housing to those very-low income households and/or individuals in need.

These priorities are almost identical in their intent to housing goals of this Comprehensive Plan. CHAS is hereby incorporated by reference as an approved component of the Plan.

Many of these priorities are dependent on financial assistance from the City through HOME or CDBG funds. However, land use planning for affordable housing is also integral to the CHAS as well as to the Comprehensive Plan. To provide the broadest possible choice of housing types and income levels in all sectors of the community requires the development of incentives to encourage creation of low-income housing throughout Lincoln as well as incentives to preserve the housing stock in older neighborhoods for all income groups. Incentives that currently exist in the Community Unit Plan process have not prompted the inclusion of affordable housing in upper-income developments due to the fact that the Community Unit Plan dwelling unit allowances are high enough without the use of low-income bonuses.

Strategies:

- Ē Home ownership promotes a sense of pride and vests ownership in the community and should be encouraged as a key element in the neighborhood preservation. Affordable entry-level housing provides the crucial first step on the home ownership ladder.
- Ē Review and revise city policies and regulations to encourage maintenance of established older neighborhoods, not their extensive redevelopment. These areas provide diversity of housing types and costs, including much of the community's stock of affordable housing.
- Ē Special housing needs of a changing population may require the modification of traditional zoning and building codes:
 - " Affordable housing may require the subsidy by some government entity or adequate incentives which have value and are of interest to the private sector.
 - " Development of estate-sized lots in the City may require the modification of city subdivision regulations.
- Ē Community revitalization and redevelopment plans for the Antelope Valley area should be prepared to ensure affordable housing continues to be available in the area impacted by the project. (Amendment 9460)

b. Reinvestment

The City has a role in ensuring that the lending and community reinvestment needs of all areas of Lincoln are met, but the key players are the neighborhoods, the private sector and the lenders. The neighborhoods and the private sector must assist lenders in identifying needs, and developing and marketing programs to meet those needs. Communication between these two groups must take place for positive changes to occur. To facilitate communication, neighborhoods and the private sector must be educated on lending patterns and the Community Reinvestment Act (CRA) obligations of lenders. The lenders need to more actively, or affirmatively, develop and market programs that can meet credit needs in Lincoln's older areas. Figure 18 indicates areas in need of reinvestment. The City's role includes:

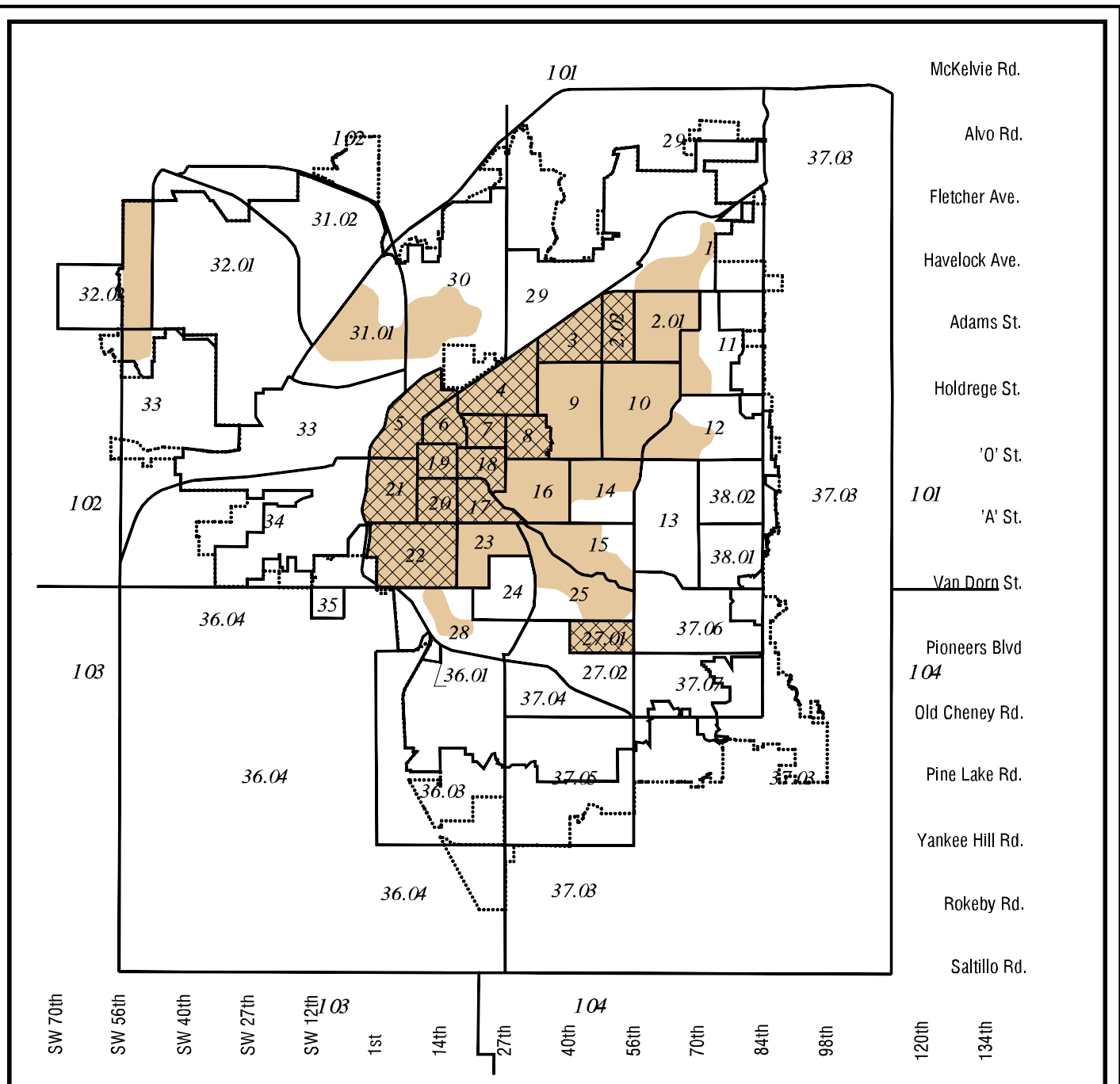


Figure 18

*Neigh Areas Needing Reinvestment
and Low / Moderate Income by
Census Tract*



**Lincoln City/Lancaster County
Comprehensive Plan**

Legend

- Areas needing increased investment*
- 1990 Low / Moderate Income
Census Tracts*
- City Limits*

- " continuing its analysis of lending data in order to determine lending market potential for areas of the community;
- " sharing this information regularly with the lending institutions so that they can develop and market programs to meet the community's credit needs;
- " facilitating discussions between lenders and neighborhoods.

The desire to increase lending in Lincoln's low/moderate income areas should not be mistaken for a request to lenders to provide risky loans. Institutions' financial viability cannot be jeopardized. Meeting these needs will not be easy, and new and creative programs must be developed to reach those low-income households who are creditworthy. Programs that reach this market niche must be marketed. Time, energy, and money will be spent, but the benefits are substantial. The pride of homeownership, stabilization of the tax base, new customers for the lenders, well-preserved, viable neighborhoods, and the well-being of the entire community are the benefits everyone can enjoy.

Strategies:

- Ë Initiate a three party partnership of the private sector, including homebuilders and lenders; the City; and neighborhoods for the production of affordable housing in the community.
- Ë Consider the creation of a nonprofit lenders consortium to provide construction and mortgage financing for affordable housing development. Develop financing programs that blend private and public funds to reach desired market groups. Allow the consortium to work in partnership with both private builders and nonprofit developers like Community Development Corporations (CDCs) and Community Housing Development Organizations (CHDOs).
- Ë Develop a community revitalization plan, followed by a more specific redevelopment plan for the area impacted by the Antelope Valley project to coordinate and maximize reinvestment in the area, including strategies for relocated and affordable housing.(Amendment 9460)

c. Preservation of Neighborhood Character

Goals

- ! *Preserve and maintain the community's existing, useable housing stock.*
- ! *Preserve, protect and promote the character and unique features of rural and urban neighborhoods, including their historical and architectural elements.*
- ! *Enhance rural and urban neighborhoods through the preservation of their natural environment.*
- ! *Preserve the character of rural and urban neighborhoods through maintenance of existing housing stock and encouragement of compatible design in new housing.*
- ! *Encourage creative strategies to expand housing Downtown.*

Zoning policies in older neighborhoods (particularly R-5 to R-8 areas) together with a lack of commitment by the City to provide other opportunities for multi-family housing resulted in increased density, on-street parking congestion, lack of maintenance, the subsequent conversion or demolition of single-family housing and the lack of reinvestment. The deterioration, demolition and replacement of single-family housing with multi-family structures changes the character of older neighborhoods. Homeownership declines and these census tracts or neighborhoods become stigmatized as low-income rental areas.

The percentage of rental units in a neighborhood or census tract is one factor which defines an area's "impacted" status. One goal of the CHAS is to provide housing opportunities, rental and ownership, for low and very low income households in census tracts that are not impacted. Impacted neighborhoods in Lincoln are defined by six factors:

- " Percentage of assisted housing greater than 13.8%;
- " Renter-occupancy greater than 45% of households;
- " Minority population greater than 5.5% of the area population;
- " Public assistance recipients greater than 4.2% of the households;

- " Multi-family housing greater than 40% of the total units; and
- " Low-income population greater than 51% of all households.

Strategies:

- Ë All neighborhoods should be monitored for impacted status and all projects weighed against the six factors. In doing so, the planning process becomes part of the institutional structure for carrying out the CHAS.
- Ë Revise the zoning code to provide incentives and controls in the location of subsidized housing units to avoid the concentration of these units.
- Ë Provide an adequate supply of land for multi-family development in order to protect the character of established neighborhoods with high-density residential zoning (R-5 to R-8) while setting realistic parking standards.
- Ë High density housing may be appropriate in the Downtown or as a transition to emerging commercial areas, particularly if it may be developed without negative impact upon existing or neighboring areas.
- Ë Include strategies in the Antelope Valley Redevelopment Plan that provide for a smooth transition between commercial and residential land uses; that include design standards to provide architectural styles that are compatible with the surrounding neighborhood; that address streetscape, landscape and amenities; and, that relocate structures acquired, to the extent possible, within the same neighborhood.(Amendment 9460)
- Ë Implement the "Closer to Home Strategies" developed by the neighborhood residents and the Urban Development Department to improve, stabilize and enhance the neighborhoods in and around the Antelope Valley Area. The strategies include housing improvement programs, infrastructure improvement programs, landscaping programs, and technical assistance.(Amendment 9460)
- Ë Assist in the development and implementation of plans for community centers that provide a broad range of services including but not limited to health care, child care, adult care, cultural activities, social activities, and continuing education.(Amendment 9460)
- Ë Develop a master plan, including design standards, for the expansion of Trago Park, the expanded trails network and for the "Northeast" park.(Amendment 9460)
- Ë Amend the agreement between the City and the University of Nebraska-Lincoln to establish a new boundary between the University and the Malone Neighborhood, to permanently dedicate Trago park as a public park, and to determine other changes that may be desirable.(Amendment 9460)

The cost, density, condition, age, tenure and availability of housing are all a reflection of a community's economic viability. But even more important, these housing units--single-family houses, mobile homes, condominiums, duplexes, apartments, dormitories, etc.--provide homes to Lincoln's residents and thus contribute one of the most important elements towards the quality of life for our citizens. Ideally, safe adequate housing, in proper environments, should be available to all households, at costs they can afford to pay. While reality may fall short of these goals, a community's vision for housing its residents strives for the ideal.

3. Rural Community Neighborhoods

Goals

- ! *Provide for orderly and compatible growth throughout the county by encouraging contiguous and infill development of existing towns and discouraging leapfrog development and sprawl (including sprawl of acreage development).*
- ! *Preserve, protect and promote the character and unique features of rural and urban neighborhoods, including their historical and architectural elements.*
- ! *Enhance rural and urban neighborhoods through the preservation of their natural environment.*
- ! *Encourage stable and diverse rural and urban neighborhoods by increasing housing opportunities (accessibility and affordability) for all socio-economic groups.*
- ! *Preserve the character of rural and urban neighborhoods through maintenance of existing housing stock and encouragement of compatible design in new housing.*

There are 10 platted but unincorporated "towns" in Lancaster County: Agnew, Cheney, Emerald, Holland, Kramer, Martell, Prairie Home, Princeton, Rokeby, and Walton. These areas vary in size and development but often reflect a rural community neighborhood of mixed uses, including residential, industrial, business, schools, churches, and other uses.

The current condition of this land use need has been relatively stable in the aggregate but with substantially different pressures occurring on the different community towns. Those towns close to Lincoln, specifically Cheney and Walton, are experiencing some development pressures and would be well served by having subarea plans developed to address expected growth. (Amendment 9416)

The balance of the towns are expected to remain essentially stable. This plan recommends continued support to maintain the quality of life and character of each town with special attention to environmental health areas such as water, waste water and pollution sources. (Amendment 9416)

blank page

Strategies:

- Monitor environmental health issues.
- Prepare subarea plans and special study reports as needed.
- Establish networking and contacts with the rural communities. (Amendment 9416)
- Full codes for residential, retail, commercial & industrial construction. (Amendment 9416)

- C. Low Density Residential (Yellow) encompasses residential areas with densities which usually range from 1 to 5 acres per dwelling unit with a typical density of 3 acres per dwelling unit, also referred to as acreages. These areas include both rural use areas outside of the Future Urban Area (2015 Service Area) of the City of Lincoln and areas within the Future Urban Area. (Amendment 9416)**

Goals

- ! Preserve, protect and promote the character and unique features of rural and urban neighborhoods, including their historical and architectural elements.*
- ! Enhance rural and urban neighborhoods through the preservation of their natural environment.*
- ! Encourage stable and diverse rural and urban neighborhoods by increasing housing opportunities (accessibility and affordability) for all socio-economic groups.*
- ! Preserve the character of rural and urban neighborhoods through maintenance of existing housing stock and encouragement of compatible design in new housing.*

Those low density residential areas within the Future Urban Area, and within the Lincoln City Limits, should be designed to become incorporated into the City and may have expectations of meeting future city estate standards. Regulatory policies should encourage protection of acreage character and location of development in high amenity areas which will not block Lincoln's orderly urban development. (Amendment 9416)

Low density rural use areas beyond the Future Urban Area should be designed to be compatible with the agricultural character and rural lifestyles of the area, including recognition that the agricultural operator's "right to farm" is an integral part of rural lifestyle. The rural acreage is that exurban or rural non-farm single family residential development occurring on parcels of under 20 acres and usually providing it's own water (well) and/or waste water (septic) system. Many of these acreages in the southeast corner of the county are on rural water districts. (Amendment 9416)

Currently this low-density rural residential land use type is located throughout the county, comprising about 12,000 persons and some 3,000 developed acreage parcels. This development style does become more prominent in proximity to Lincoln with large areas of it clustered along South 56th Street, southwest of Lincoln, north and south of Pioneers Park, and around Pawnee and Conestoga lakes west of Lincoln. (Amendment 9416)

This plan recognizes the continuing desire to accommodate this style of life, to protect this character of development where appropriate, and to manage its location. In making decisions about where this land use is appropriate, public officials will use criteria such as compatibility of this land use with farming and other land uses, maintenance of rural character, preservation of ecologically sensitive areas, and the economic and efficient provision of public services and infrastructure. (Amendment 9416)

The low density, acreage residential use is anticipated to continue to grow at least as fast as the overall City and County growth.

In order to reflect existing development and to provide for growth and choice, the City/County Future Land Use Plan shows approximately 22.5 square miles of low density (acreage) residential outside the future service area of the City. (Amendment 9416)

Of the 22.5 square miles, 9.5 square miles is currently zoned Agricultural Residential (AGR) land. Of the 9.5 square miles, about 6.5 square miles (70%) are subdivided and 3 have not been subdivided. Thus, there are approximately 16 square miles of residential land available to subdivide, in addition to existing grandfathered lots in the balance of the county. (Amendment 9416)

Low density residential areas may be appropriate within the Lincoln city limits if appropriate agreements are reached for the provision of services and improvements.

Strategies:

- E Review a variety of techniques other than AGR zoning, such as tiered AG zoning, carrying capacity, cluster development and other methods to address acreage development.
- E Review procedures to ensure the adequate provision of safe and efficient water and sewer (individual or community) systems.
- E Establish a review process to better review and monitor rural/individual and community wells and septic systems.
- E The current planning, zoning and subdivision standards should continue. A joint task force of City and County elected officials, City and County staff and citizens should be convened to study possible changes to current policy and the implications of such changes for land use within the three-mile area and the balance of the County. (Amendment 9416)

- D. Commercial (Red) encompasses areas of retail, office and service uses. This area includes Downtown Lincoln, the largest commercial area of the region, and other commercial areas throughout the City and County. Commercial areas in the developing area of the city are anticipated to have, on average, a floor to area ratio (FAR) of 0.25. Higher or lower FAR may be appropriate if the sites are found to be suitable for a more intensive or a less intensive density utilizing the zoning criteria described in the plan. Residential uses are strongly encouraged in Downtown Lincoln and may be appropriate in other planned commercial areas. In addition to the Rural Centers in the county there are seven types of commercial areas within the community: Downtown, Traditional Business Districts, Neighborhood Centers, Community Centers, General Commercial Areas, Gateway and East Park, and Other Mixed Use Areas. (Amendment 9416)**

The Plan's commercial element has been designed to respect the community's traditional forms of commercial development, while responding to and anticipating changing trends in the commercial marketplace.

At its heart, the commercial element seeks to retain and maintain the strength of all established commercial areas within the City and County. These range from the smallest retail center to the largest and most dominate commercial locations. Included in this mix are ***Downtown Lincoln, traditional business districts, the Gateway-East Park Complex, community centers, neighborhood centers, general commercial areas, and rural centers.***

Each serve an important niche in the retail, office and service markets. Most are already an integral component of the established fabric of the City's growth pattern. The plan anticipates that many will continue to grow; some will evolve over the planning period to meet changing market needs; and others will remain stable and change little. When new commercial development occurs within areas of new residential development, it should be integrated into the fabric of new neighborhoods.

In order to ensure that new major commercial development plays a community-building role and is able to accommodate evolving market demands, the plan envisions the emergence of eight ***"other mixed use areas"*** outside Downtown Lincoln. Each of these areas have been placed at strategically located sites along the expanding urban edge.

Mixed use centers are intended to take advantage of larger scale master planning techniques, that allow for quality urban design on land well buffered from adjacent uses. Some of these areas may be dominated by retailing centers along with a mix of complementary uses; while others may flourish as corporate office parks offering subordinate retail and service uses to its tenants.

Maintaining a balance between the health of existing commercial centers and an expanding commercial inventory on the urban edge is a major challenge for the plan and the community. Deteriorating commercial areas can have highly negative effects on nearby neighborhoods, injecting a level of public interest into what might otherwise be viewed as the workings of the competitive market. Realizing this balance will require the ongoing monitoring of commercial growth and development. The strategy for accomplishing this balance is described below and in the Plan Maintenance and Implementation section. A further explanation of each category of commercial development follows the description of future needs.

1. City of Lincoln Future Commercial Needs and Plan (Amendment 9416)

Goals

- ! Encourage the coordination of the siting of regional retail centers and the transportation plan.*
- ! Provide geographically convenient and accessible retail areas throughout the City and County so as to provide the widest possible variety of goods and services.*
- ! Discourage strip development and spot zoning and encourage more compact and higher quality retail and commercial development.*
- ! Attempt to eliminate conflicts between retail and institutional land use when siting new retail locations.*
- ! Encourage the development of regional corporate office space in appropriate locations.*
- ! Provide for the location of employment areas at sites which are convenient to existing and proposed residential areas throughout the county and accessible from the existing or proposed transportation system.*
- ! Discourage strip development and encourage more compact and higher quality development.*
- ! Encourage the development of competing regional retail centers while recognizing Gateway as currently being the dominant regional retail center.*
- ! Assure that economic development is accomplished with respect for environmental quality.*

Commercial growth is anticipated to occur within three broad categories: retail, office and service uses. A 1993 base year inventory of approximately 25.3 million square feet of occupied commercial space was assumed. This figure was derived from the Planning Department's 1989 Commercial Floor Area Survey data base, and was updated to 1993 from building permit data from the City's Building and Safety Department. The figure includes several major retail facilities that were assumed completed and occupied even though they were not yet open at the beginning of 1993.

Future commercial needs might range from 115 to 129 square feet per capita. This plan assumed a ratio of 122 square feet of additional commercial space for each of the 51,000 persons expected to be added to the County base between 1993 and the year 2015. This translates into the addition of about 6,222,000 square feet of new commercial space. This amount was then assumed for transportation planning purposes to be divided between retail, office and service uses based on the existing distribution. The Plan thus assumes approximately 2.196 million sq. ft. of retail, 2.012 million sq. ft. of office, and 1.92 million sq. ft. of service uses.

The plan allocates new commercial space to the Downtown, eight other mixed use centers, Gateway and East Park, and the balance of the community as shown on Table 8 in two different ways. One way is the assumption of commercial space distribution used in the transportation planning model (column B). The second way is the assumed potential buildable space at each

Table 8
Projected Commercial Space Comparison
1993 to 2015 for the Lincoln Planning Area
(All Figures Shown in Square Feet)

Area (Traffic Zone)	Existing Commercial Space 1993 (A)	2015 TRANPLAN Assumptions* (B)	Potential Buildable Space (C)	Total Commercial Space Possible (D)
Downtown (21, 73-84, 88, 89)	8,553,742	421,423	2,500,000	11,053,742
Gateway (47)	1,497,661	127,023	250,000	1,747,661
Subordinate Mixed Use Centers:				
84th & Highway 2 (204)	0	900,000	1,700,000	1,700,000
27th & Pine Lake Road (164, 176, 178, 206)	0	800,000	1,300,000	1,300,000
Highlands (139, 140)	305,890	789,535	994,110	1,300,000
N. 27th & I-80 (117, 131)	0	250,000	1,250,000	1,250,000
N. 27th & Superior (116, 131, 128)	250,997	587,615	587,615	838,612
N. 27th & Cornhusker, NE Corner (113)	490,479	200,280	200,280	690,759
Williamsburg Village (178)	82,178	362,062	362,062	444,240 ¹ <u>703,910</u>
Edgewood Center (232)	298,225	151,967	151,967	450,192 ³ <u>563,232</u>
Balance of Community	13,850,240	1,632,095	3,147,966	16,998,206 ² <u>16,909,890</u>
TOTAL	25,329,412	6,220,000	12,444,000	37,773,412 <u>38,057,806</u>

* These figures reflect the amount of new commercial square feet added to the existing (i.e., 1993) commercial space of each area for purposes of transportation modeling. They were included in the TRANPLAN (i.e., transportation model) computer run used in determining transportation system improvements shown in Chapter IV.

Note:

1. The Total Commercial Space Possible in Williamsburg Village was increased to 703,910 square feet by Comprehensive Plan Amendment 9405.
2. The Total Commercial Space Possible for Russwood Park, at 84th and O Street, is 101,684 SF (a reduction from 190,000 square feet) by Comprehensive Plan Amendment 9405.
3. The Total Commercial Space Possible for Edgewood Center was increased to 563,232 square feet by Comprehensive Plan Amendment 9414.

Table 8a
Commercial Development Summary:
Existing, Potential and Build Out Scenario
(Square Feet)

Commercial Areas	Occupied Commercial Space 1996 (1)	Undeveloped Potential Commercial Space ^{1,2,3} (2)	Build Our Scenario Summary ^{4,5}	
			Added to BOS (3)	Total Commercial (1 + 3)
Major Centers				
Downtown	8,676,062	2,500,000	2,000,000	10,676,062
Gateway	1,731,495	0	0	1,731,495
N. 27th St. Subarea	550,875	6,580,874	843,145	1,394,020
N. 27th St. & Cornhusker	655,455	57,620	54,739	710,194
Highlands	31,933	1,739,196	177,000	208,933
N. 84th St. Subarea	0	4,485,400	350,750	350,750
Edgewood	410,659	146,380	139,061	549,720
S. 84th & Hwy. 2	0	3,803,400	1,901,700	1,901,700
Williamsburg	233,348	477,278	453,414	686,762
S. 27th & Pine Lake Road	0	<u>1,402,500</u>	<u>1,332,375</u>	<u>1,332,375</u>
Major Centers Subtotal	12,289,827	21,192,648	7,252,184	19,542,011
All Other Commercial Areas	15,096,241	6,059,298	3,809,438	18,905,679
TOTAL COMMERCIAL	27,386,068	27,251,946	11,061,622	38,447,690

(1) "Undeveloped Potential Commercial Space" reflects the following assumptions:

! Downtown based on an estimate of potential capacity.

! 27th & Pine Lake Road, Gateway, 27th & Cornhusker, and Williamsburg based on approved permits.

! 84th & Hwy. 2 estimated using commercial land shown in Comprehensive Plan.

! Highlands includes approved Tech Park permit plus estimate for approved commercial zoning without permits.

! N. 27th St. Subarea includes Lincoln Crossing approved permit, plus estimate for areas shown as commercial or industrial (i.e., "employment centers") in Plan.

! N. 84th St. Subarea includes land uses as recommended by Planning Commission, plus commercial areas west of 84th St., already in Plan.

! Edgewood based on approved permit and "Vandervoort" expansion.

(2) Potential does not include any additional commercial space at the existing hospital sites or any I-1 or I-2 zoning districts.

(3) Estimates for land designated commercial without approved or proposed permits were calculated using a floor-to-area ratio (FAR) of 0.23 (i.e., 10,000 sq. ft. per acre.)

(4) This table does not reflect the assumed industrial uses for the N. 27th & N. 84th employment centers.

(5) Allocation: 95% = approved permits; 50% = approved zoning; 25% = approved in Comprehensive Plan.

site (column C). At 12.4 million square feet (msf), column C provides the market choice which was requested by Community Congress. At 6.2 msf, column B provides a reasonable balance for the projection of future transportation demand, also requested by the Community Congress.

This plan does not project that all 12.4 msf of commercial space shown in column C will be built during the planning period. The plan projects that 6.2 msf of new commercial space will be needed. The plan provides consistency and stability because it provides a universe of choices (12.4 msf) from which the projected need (6.2 msf) will be selected.

The timing and selection process of which 6.2 msf within column C will actually be constructed during the planning period is a function of market supply and demand, available capital for infrastructure improvements and the community's ability to expand its regional markets and trade areas, while reducing its own commercial leakage and exportation of dollars to other communities.

Space within column C which is not consumed by the projected need for 6.2 msf during the planning period will be available for development: 1) after the end of the planning period or 2) before the end of the planning period if the plan's projected need for 6.2 msf is wrong.

The assumptions stated in column B should be considered as a base set of assumptions which might develop by the year 2015. They are important only because they provide the base data for projecting future transportation demands. The transportation networks have used these assumptions in projecting future traffic volumes. This column provides a reasonable assumption that about half the new commercial space will develop within the current corporate limits of Lincoln and about half in the future urban area. The uncertainty of any distributions requires continuous updating of actual commercial trends and their impact on the community's land use and transportation systems.

Note: A Build Out Scenario of the Land Use Plan, conducted in the Fall of 1996, provided additional information for transportation modeling and infrastructure development planning. The Analysis determined that the Land Use Plan could accommodate 283,000 persons in the City and 315,000 in the County given certain assumptions. The Plan could also accommodate over 27 million square feet of additional commercial space. The Plan recognizes the Build Out Scenario as an element of the Plan for use in further studies and analysis. The entire "Directional Growth Analysis" report is a valuable resource for information and assumptions used in preparing the Plan and analyzing long range development options. Thus, the "Directional Growth Analysis: City of Lincoln & Lancaster County, Nebraska" Report of November 22, 1996 is hereby incorporated by reference as an approved component of the Plan." (Amendment 9416)

This distribution of half of the future commercial space projected for development within the current City and half of the future commercial space projected for development in the future urban area is further illustrated on Table 9 which shows a comparison of Land Use categories in the City of Lincoln and its growth areas. Of the total 11,109 acres of land in the future urban area, 725 acres is designated as commercial (in red). At a floor to area ratio (FAR) of 0.20, 725 acres would yield about 6.3 msf. This is about the same as the projected total need for 6.2 msf of commercial space. It should be noted that the 725 acres of commercially designated land includes land for roads and right-of-way which will not be included in the calculation of the final FAR. At 0.20 FAR then, the final capacity of the 725 acres will be less than 6.2 msf. Conversely, if the FAR is increased above 0.20, the amount of space yielded by the 725 acres would increase.

Strategies:

- E** The balance between the supply and demand for commercial space must be considered and evaluated as development permits are processed. Over building commercial development can cause existing business enterprises to prematurely fail and may result in unacceptably high vacancy rates in otherwise viable commercial markets. In turn such market failures can be a waste of both public and private capital investments and infrastructure. Inefficient use of public and private capital investment and infrastructure can restrict the community's ability to prosper and properly respond to strategic opportunities and community problems. Over building of commercial space, with resulting high vacancy rates is injurious to the community as a whole and should be avoided. At the same time, the market should not be overly constrained thereby forcing low vacancy rates and unacceptably high rents or space cost. Scarcity of commercial space, particularly if that scarcity is imposed arbitrarily is equally injurious to the community. The balance between supply and demand of commercial space is a very important consideration in the community's commercial development strategy.

Table 9
Acres of Development by Comprehensive Plan Land Use Categories
for the area within the Year 2015 Lincoln Service Limit

Comprehensive Plan Land Use Category	City Limits		Growth Areas*		Combined Totals		
	Acres	Percent of Total	Acres	Percent of Total	Acres	Percent of Total	Increase
Urban Residential	20,784	49.9%	4,398	39.6%	25,182	47.8%	21.2%
Low Density Residential	117	0.3%	2,332	21.0%	2,449	4.6%	193.2%
Commercial	3,177	7.6%	725	6.5%	3,902	7.4%	22.8%
Industrial	7,017	16.9%	1,005	9.0%	8,022	15.2%	14.3%
Parks & Open Space	2,722	6.5%	697	6.3%	3,419	6.5%	25.6%
Public/Semi-Public	7,129	17.1%	1,148	10.3%	8,277	15.7%	16.1%
Wetlands & Water Bodies	520	1.2%	19	0.2%	539	1.0%	3.7%
Natural/Environmentally Sensitive	0	0.0%	4	0.0%	4	0.0%	--
Agricultural	153	0.4%	781	7.0%	934	1.8%	510.5%
	=====	=====	=====	=====	=====	=====	=====
TOTAL ACRES	41,619	100.0%	11,109	100.0%	52,728	100.0%	26.7%

NOTE: Utilizes Lincoln City Limits as of January 1, 1993.

Includes State Fair Grounds but does not include some acres associated with wetlands and natural/environmentally sensitive areas indicated on the future land use map.

* "Growth Areas" include all blue, green, and yellow phase areas outside the January 1, 1993, Lincoln City Limits but within the anticipated year 2015 Lincoln Service Limits.

- E** In order to determine a proposed development's compliance with the Comprehensive Plan's commercial balancing strategy, an impact study should be required as part of any request for a change of zone or use permit application for a large scale commercial development on more than twenty-five acres or containing more than 250,000 gross square feet. Similarly, an impact study should be implemented when a large scale development involving retail or service retail is proposed on more than twenty acres or containing more than 200,000 gross square feet or when a large scale development involving office or service office is proposed on fifteen acres or containing more than 150,000 gross square feet.

An impact study should not be required when a "primary employer" will be the sole or "primary occupant" of the proposed development. A primary employer is defined as a firm (or operating related or subsidiary firms) who is involved in the conduct of research, development or testing for scientific, agricultural, animal husbandry, food product or industrial purposes; performance of data processing, telecommunications or insurance services, administrative management or headquarters functions or performance of financial services licensed by the State of Nebraska. Primary occupancy is defined as the primary employer occupying 75% or more of the development from inception to full buildout; provided that the remaining 25% or less space is proposed to be located on less than ten acres and contains less than 100,000 gross square feet.

An impact study should be one of the pieces of information the community utilizes in reviewing and approving a proposed commercial development. Key information that should be incorporated in an impact study includes:

- possible impact on existing and viable commercial developments;
- possible impacts on existing and proposed public and private capital investments and infrastructure;
- ability to expand the community's regional markets and trade areas; and
- ability to reduce commercial leakage and exportation of dollars to other communities.

- E** Develop and maintain an ongoing Downtown and citywide floor area and land-use space surveys and analysis for office, service and retail commercial uses. The survey and analysis should be used to monitor growth and measure vacancy rates and to provide baseline information for market surveys and impact studies. The survey and analysis should take into account different classes of uses, location, parking, transportation factors, building quality, age, depreciation, infrastructure conditions and amenities.

- E** Develop phasing and implementation strategies to guide commercial growth citywide.

- E** Commercial development should be linked to the implementation of the transportation plan. Historically, across America, transportation planning and land use planning have not been well coordinated. The horrible traffic congestion in most American cities is a direct result of a failure of planning to recognize the evolutionary nature of land development and highway development. In Lincoln and Lancaster County, the community does not want to construct a street and roadway network which is not needed. Nor does it want to create traffic congestion which detracts from the quality of life for the whole community. Transportation planning and road construction and land use planning and land development must evolve together through a process which recognizes and adapts to changing needs and demands of the community.

- E** Maintain and reinforce Lincoln's Theater Policy.

- E** Develop appropriate floor to area ratios (FAR) for commercial zoning districts as part of the update of the zoning ordinance.

- , Encourage the development of new a "Urban Village" category of pedestrian oriented, neighborhood commercial centers that are integrated within neighborhoods and are coordinated with development of new urban neighborhoods. (Amendment 9423)

2. Downtown

Goals

- !** *Develop Downtown Lincoln as the primary multi-use center.*

- ! *Maintain and enhance Downtown's multi-use role as the office, business, financial, entertainment, education, cultural, hotel, convention, retail and government center of the community, serving as the heart of the entire community.*
- ! *Maintain Downtown as a significant force in improving the overall quality of life for all members of the community.*
- ! *Reinforce Downtown's positive characteristics including: safety, convenience, cleanliness, and parking and provide a positive image and experience to all visitors and residents.*
- ! *Enhance Downtown as a visually and aesthetically pleasing place providing a broad range of year-round activities.*
- ! *Strengthen Downtown as the entertainment and cultural center of the community.*
- ! *Ensure that Downtown retains its status as the home of convention and hotel facilities in the community.*
- ! *Encourage retail and commercial services which support and enhance Downtown as a convenient and full-service, multi-use center.*
- ! *Enhance Downtown as a well-planned, well-designed and maintainable, high quality environment involving public and private developments.*
- ! *Strengthen linkages between Downtown and adjacent areas, including the University of Nebraska City campus, historic Haymarket District and adjacent residential and commercial neighborhoods.*
- ! *Promote high-density development Downtown.*
- ! *Maintain and improve infrastructure in Downtown Lincoln.*
- ! *Develop building codes to facilitate rehabilitation and to achieve life and safety standards, taking into account the unique circumstances of the redevelopment of the Downtown area.*
- ! *Encourage office and retail development, entertainment and cultural opportunities, government and University employment and housing in Downtown Lincoln.*
- ! *Designate and develop Downtown Lincoln into the arts and entertainment center for the community.*
- ! *Encourage an aesthetically pleasing, pedestrian oriented, mixed-use Downtown.*

Downtown Lincoln has historically been the symbolic heart as well as the functional center of the City. Today Downtown Lincoln is a regional mixed-use commercial center that includes the State Capitol Complex, the University of Nebraska-Lincoln City Campus, the Haymarket Landmark District, and the City's Central Business District.

Downtown is and should remain the region's largest and most densely developed commercial area and employment center. Downtown comprises approximately 8.4 million square feet of commercial space--one-third of all commercial development in Lincoln. Of this 8.4 million square feet, Downtown includes 60% or 4.8 million square feet of office space, 26% or 2.3 million square feet of service businesses, and 14% or 1.3 million square feet of retail operations.

The New Downtown

Downtown's unique position as the commercial, political, and cultural center of the community is evidenced by its many roles. It is the major office and service employment center in the City, including the headquarters of City, County, and State government, and local Federal offices. Downtown is the principal entertainment and convention center for the City. It is the City's financial center and the hub of higher education. Even though its position within the regional retail market has declined over the past two decades, retail remains a viable and critical element in Downtown, focusing on specialty retail geared toward Downtown employees, tourists, and University of Nebraska students. Renovation and adaptive reuse of existing, often historic, buildings has produced a rebirth of Downtown as a residential neighborhood.

In order to maintain and enhance the Downtown as the entertainment and cultural center of the City and to maintain a wide range of daytime and evening activities, this plan strongly

encourages a Theater Location Policy which allows theaters outside of the Downtown only in the major subordinate center and then only under special conditions. Lincoln's theater policy and construction of performing arts facilities has enhanced Downtown's role as the entertainment center of the City. As a result, Lincoln is one of the handful of American cities that has experienced recent construction of new movie theaters in their Downtowns.

Downtown is undergoing a transition in retailing, but is solidifying as a vibrant multi-use center. Lincoln's theater policy and construction of performing arts facilities has enhanced Downtown's role as the entertainment center of the City. The Burnham Yates Conference Center will soon more than double the capacity of the existing Cornhusker Conference Center and enhance Downtown's role as the City's convention center. Additional and varied housing projects have added a neighborhood dimension and reinforced Downtown as a 24-hour area. The State of Nebraska has expanded Downtown as offices outgrew space available in the State Office Building. The U.S. Immigration and Naturalization Service has expanded its Northern Regional Service Center resulting in a major new office building in Downtown while expanded City and County Offices are being considered for the Old Federal Building and Old City Hall. It is as much a community commons as it was in the heyday of the traditional department store.

Downtown should continue to accommodate and encourage the broadest mix of uses and activities of any area of the City -- a truly urban blend of housing, diverse employment, retail, office, parking, entertainment, and diverse cultural activities. The City should preserve and enhance Downtown's role as:

- " the major office and service employment center of the City;
- " the focus of all levels of government;
- " the City's principal cultural and entertainment center;
- " the hotel and convention center for the City;
- " the City's financial center;
- " a hub of higher education; and
- " specialty retail geared toward employees, area residents, convention visitors and University population.

The Importance of Continued Action

As with any established neighborhood, Downtown's role as the symbolic and functional heart of the City must be reinforced by continuing public and private efforts. This will require careful nurturing through the development of long range planning strategies and day-to-day implementation of a range of diverse and multi-faceted activities. Particularly important is preserving Downtown's role as the City's major office center and encouraging specialty retail uses to improve services to employees, students, and tourists. Detailed plans must also recognize and strengthen Downtown's diverse neighborhoods and districts, including Haymarket, the University of Nebraska City Campus, the entertainment district, the 13th Street financial district, the 'O' Street retail area, and the Centennial Mall government district.

As Downtown continues to change from a regional retail center to a regional multi-use center, many buildings formerly used for retail operations will continue to be redeveloped for other uses. This may cause transitional increases in vacancy rates.

Urban design and the public environment are also key components of a Downtown strategy. Downtown Lincoln has long been recognized as an attractive, clean, and safe environment. Tree-lined streets and ample pedestrian amenities have provided an inviting environment for all who work, live, entertain, or otherwise visit Downtown. Care must be taken to ensure that the City's investment, both public and private, in Downtown's buildings, streets, and public spaces is maintained, and capital expenditures are programmed to maintain and replace public amenities and infrastructure.

Planning for the future of Downtown must reflect the dynamic nature of the built environment, as it constantly evolves and continues to develop.

Downtown's recognized role as the symbolic and functional heart of the City is the result of decades of careful planning and investment of the entire Lincoln community. It must not be taken for granted. Rather Downtown's role must be carefully monitored through the development of long range planning strategies and day-to-day implementation of diverse and multi-faceted activities. The following strategies will form the basis for preserving and enhancing Downtown through 2015, the planning period:

Strategies:

- E Downtown should retain its position, its critical mass and an appropriate market share as the largest commercial hub of the City through the redevelopment of existing buildings and the addition of new structures. During the planning period the amount of net commercial square footage in Downtown should increase. Downtown's growth should occur based upon attracting additional levels of public and private investments rather than artificially retarding commercial growth in the outlying areas.

Two of the community's most strategic events were locating the University and the State Capitol in Lincoln. Downtown and the City as a whole continue to reap large benefits as a result of those two historical decisions. Our quality Downtown is and will continue to be dependent upon quality public institutions like UNL and State and local government. Likewise these quality public institutions are dependent upon the community's willingness to maintain a quality Downtown.

Over the years the largest concentration of private sector and public sector investments have been collectively made in Downtown. In order to maintain a strong Downtown, private and public investments will need to be maintained and expanded. The City will need to repair, replace and add to the City's infrastructure and community development activities in Downtown in order to preserve and enhance strategic decisions and expand quality growth opportunities for tomorrow. Continued City expenditures and prudent City resource allocations in the Downtown area will be needed to help ensure that the City's limited resources are preserving, leveraging and maximizing private and public opportunities and investments for all Lincoln citizens.

- E Reference the "Investment Strategy for a Competitive Downtown," which is incorporated by reference as an approved component of the Plan. (Amendment 9430)
- E The annual Comprehensive Plan update review should include a report on Downtown trends, building and infrastructure conditions, private and public institution activities, strengths, weaknesses and possible new strategies. This report should be used as a positive tool in generating private and public investments in Downtown which will in turn assist Downtown in maintaining its critical mass and achieving net growth and enhancing and attracting private businesses and public institutions.
- E Public-private partnerships should be vigorously pursued to achieve the community's goals for a flourishing Downtown, including active use of the City's redevelopment authority.
- E Downtown has a unique commercial mix of 60 percent office, 26 percent service, and 14 percent retail; recent major mixed-use developments in the growth areas have approximately reversed this ratio, with a predominance of retail space. The uniqueness of Downtown's and growth areas' commercial mix should be encouraged. Appropriate Downtown retail to support Downtown's unique commercial mix should be encouraged, sought and developed.
- E Protect existing public and private investments in services, infrastructure and improvements by requiring new commercial developments to pay their "fair share" of public costs of such developments. In the analysis of "fair share" also do an analysis of the costs/benefits of the development and consider an analysis of impacts on the CIP.
- E New economic development and growth should be pursued throughout the entire community, including Downtown. A crucial criterion in evaluating any commercial proposal should be whether it offers real growth for the community, or merely relocates existing activity, thereby squandering existing infrastructure investments. In order to conserve existing infrastructure

investments, those commercial relocations that do occur should be done with a view of creating an opportunity for another use of the property from which the original use was relocated.

- ☐ The City's government center must remain Downtown. All efforts should be made to locate local, state, and federal offices Downtown when expansions and relocations are considered.
- ☐ Maximize the use of existing public and private infrastructure including parking and transportation, community facilities and services available Downtown.
- ☐ Projects proposed for Downtown should meet high standards, reinforcing the area's unique character as a densely developed, urban mixed use center, which serves as the hub of the whole community. Commercial proposals outside Downtown should develop their own distinctive identities, complementary to Downtown.
- ☐ Lincoln's highly successful theater policy must be maintained and reinforced, recognizing Downtown as the entertainment center of the City.
- ☐ Plans and projects Downtown should strengthen Downtown's distinctive districts or neighborhoods, including Haymarket, University of Nebraska City Campus, the Entertainment District, 13th Street Financial District, "O" Street Retail Area, and the Centennial Mall Government District.
- ☐ The vitality of Downtown and of the surrounding neighborhoods are closely linked; those neighborhoods should be maintained and strengthened as attractive and desirable residential neighborhoods.
- ☐ The City's investment in Downtown, its infrastructure including parking and transportation, its amenities and its services, should be preserved and enhanced through careful budgeting of the City's Capital Improvements Program.
- ☐ The City should aggressively pursue the creation of additional parking to meet the needs of a growing Downtown, while continuing to support public transit as an essential public service and Downtown transportation option.
- ☐ Foster the emergence of Downtown as an urban entertainment destination (UED) through appropriate public and private actions that strengthen its role as the entertainment center of the City. (Amendment 9405)

3. Traditional Business Districts

Goals

- ! *Maintain and encourage retail establishments and businesses that are convenient to, and serve, neighborhood residents, yet are compatible with, but not intrusive upon residential neighborhoods.*
- ! *Provide geographically convenient and accessible retail areas throughout the City and County so as to provide the widest possible variety of goods and services.*
- ! *Discourage strip development and spot zoning and encourage more compact and higher quality retail and commercial development.*
- ! *Discourage strip development and encourage more compact and higher quality development.*

Traditional business districts were in many cases the town centers of communities that were later annexed into Lincoln. These districts include Bethany, Havelock, University Place, and College View. They exhibit a "Main Street" configuration, developing along streetcar lines. Typical elements of their design include a linear orientation, zero or limited property line setbacks, pedestrian scale, and some two-story commercial buildings.

Traditional business districts are vital to their surrounding neighborhoods. They also provide an important economic function for the City, providing relatively inexpensive space for small business. Yet, these districts are challenged by a lack of parking, limited exposure, and competition from competing auto-oriented commercial developments. Strategies for investment should recognize the vital role that these districts play as special places in the City and the "image centers" of their neighborhoods.

Strategies:

- ☐ Encourage organization of business groups in traditional business districts to create cooperative marketing and improvement programs.

- Encourage commercial rehabilitation and residential or office reuse of upper levels of commercial buildings to introduce mixed uses and increase the financial return of properties.
- Improve the public environment through the use of Business Improvement Districts, leveraged with other public funds where appropriate. Improvements can include public parking, pedestrian improvements, thematic lighting and other features.
- Consider the creation of business capitalization programs that help establish traditional districts as business incubator areas.

4. Neighborhood Centers

Goals

- *Maintain and encourage retail establishments and businesses that are convenient to, and serve, neighborhood residents, yet are compatible with but not intrusive upon residential neighborhoods.*
- *Provide geographically convenient and accessible retail areas throughout the City and County so as to provide the widest possible variety of goods and services.*
- *Discourage strip development and spot zoning and encourage more compact and higher quality retail and commercial development.*

Neighborhood centers provide local convenience shopping facilities for surrounding residential neighborhoods. These centers range widely from groups of several storefronts to neighborhood shopping centers that include grocery stores, drug stores, and other support services. These centers range from 10,000 to 150,000 square feet of floor area and have varying service areas (generally one mile), depending on their retail mix. Lincoln has about 40 of the various types of neighborhood centers, including Clock Tower, Indian Village, Piedmont and Meadowlane.

Neighborhood centers are experiencing changes that raise a number of issues. Some traditional neighborhood center uses, including supermarkets and drug stores, are locating in larger community shopping centers where they play an anchor or junior anchor role. As a result, some centers may experience changes in occupancy. The relationship of these facilities to their neighborhoods and to streets are also important parts of the urban environment. In spite of these changes and issues, neighborhood centers will remain important parts of the commercial landscape.

Neighborhood centers also can be important to the health of the neighborhood and the community. Older centers should be preserved, or redeveloped and reused. Strong and healthy neighborhood centers will encourage strong and healthy neighborhoods. Deteriorating neighborhood centers will diminish the quality of the life in the community as a whole. New neighborhood commercial facilities should improve integration into residential areas, and be accessible to pedestrians as well as automobiles.

Access to neighborhood commercial service is an important element in the health and welfare of the community. The current land use plan identifies existing areas providing those services and identifies specific sites for additional mixed use centers in developing areas which are presumed to provide neighborhood commercial services. It is anticipated that additional neighborhood centers will be needed in residential growth areas as development in those areas occurs. Specific sites for those additional neighborhood centers are not identified in the land use plan. Specific sites should be determined for those growth areas, using the following location criteria:

1. Urban residential areas should generally be no further than one mile from neighborhood commercial services;
2. Neighborhood centers should have access to major streets;
3. Neighborhood centers should correspond to the boundaries of two or more residential neighborhoods;
4. Neighborhood centers should be integrated into Plan Unit Developments or Community Unit Plans.

Based upon the one mile radius from existing sites and proposed mixed use centers, it is anticipated that an additional neighborhood center will be needed in the area of 84th Street and Old Cheney Road:

Strategies:

- Review the application procedures to encourage high quality development.
- Provide and encourage an adequate number of appropriate locations for neighborhood centers. Locational criteria include the intersection of major arterial streets; halfway between two arterial streets; nodes at the edges of residential neighborhoods; the boundaries of two or more neighborhoods; or integrated into Planned Unit Developments and Community Unit Plans. Specific site and traffic criteria should be developed to determine when neighborhood centers should be located halfway between two arterial streets rather than at the intersection of major arterial streets. (Amendment 9430)
- Discourage "four corner" commercial zoning at the intersections of arterial streets in order to improve traffic movement on arterial streets. (Amendment 9430)
- Encourage the maintenance and occupancy of existing neighborhood centers. In potential redevelopment areas, consider the use of public/private financing programs to encourage reinvestment and physical improvements.
- In new projects, require good pedestrian linkages to street frontages and surrounding neighborhoods. Provide direct and safe access for bicycle traffic.
- Encourage development of neighborhood commercial facilities in neighborhoods that provide market support but lack modern centers.

5. Community Centers

Goals

- *Maintain and encourage retail establishments and businesses that are convenient to, and serve, neighborhood residents, yet are compatible with, but no intrusive upon residential neighborhoods.*
- *Provide geographically convenient and accessible retail areas throughout the City and County so as to provide the widest possible variety of goods and services.*
- *Discourage strip development and spot zoning and encourage more compact and higher quality retail and commercial development.*

Community commercial centers fill the size range between the neighborhood centers and the larger Mixed Use Centers. These facilities typically range from 150,000 to 300,000 square feet and include a wide variety of goods and services beyond that of a neighborhood center. This category includes centers with large and discount tenants, including the community strip center and community discount centers. Lincoln currently has about 20 centers and strip centers within this retail category, such as North 48th Street from 'O' to Vine, 48th and Van Dorn, and the East Park area.

This type of commercial development has grown rapidly in Lincoln during the last five years. Trends in Lincoln have favored newer, relatively land intensive, discount driven community centers along corridors like North 27th Street, on the developing edge of the City. Redevelopment of older centers within the developed city has also occurred; examples include the successful redevelopment of the former "Treasure City" site at 48th and Leighton, Van Dorn Plaza at 48th and Van Dorn and the redeveloping K-Mart site at 48th and Vine.

Community commercial center development and redevelopment issues are similar to those for neighborhood centers: providing adequate flexibility for new development and redevelopment, recognizing and responding to the needs of the community and the market, monitoring potential trends for under-utilization, and responding to needs for healthy development and redevelopment. This plan provides substantial area for growth and flexibility of choice. The

existing and older areas also must be supported to maintain a healthy and vibrant city and maximize the public investment in the centers, and their surrounding service areas. The continued development of appropriate subarea plans, and the utilization of various implementation techniques to properly address the issues is encouraged.

This plan anticipates that new residential areas of the community will be within one mile of a commercial site capable of accommodating at least a grocery store, pharmacy and gas station. This service area criterion is satisfied in all new areas of the future urban area except in the vicinity of 84th Street and Old Cheney Road. This local commercial area will be designated as part of the Holmes Lake Basin subarea plan currently under staff review. Designation of a site before completion of the subarea plan would be premature considering the issues of capital formation and phasing which are now under discussion.

Strategies:

- Ë Provide and encourage appropriate locations. Locational criteria include the intersections of major streets; or along major streets within major commercial districts. Establish general service areas for community commercial centers of one and one half miles.
- Ë In new projects, require good pedestrian linkages to street frontages and surrounding neighborhoods. Provide direct and safe access for bicycle traffic.
- Ë Provide appropriate landscaping and design standards for developments. Assure that design prevents adverse effects to surrounding residential neighborhoods.
- Ë Monitor the maintenance and occupancy of existing centers.

6. Rural Centers

Goals

- ! *Maintain and encourage retail establishments and businesses that are convenient to, and serve, neighborhood residents, yet are compatible with, but not intrusive upon residential neighborhoods.*
- ! *Provide geographically convenient and accessible retail areas throughout the City and County so as to provide the widest possible variety of goods and services.*
- ! *Discourage strip development and spot zoning and encourage more compact and higher quality retail and commercial development.*
- ! *Discourage strip development and encourage more compact and higher quality development.*
- ! *Encourage commercial development in the incorporated areas of the county; develop criteria for the location of limited agribusiness-related commercial uses in areas outside of the incorporated areas. (Amendment 9416)*

There are 10 existing free standing commercial or industrial zoned areas in Lancaster County that are not included in part of an existing community. These vary from the Sheldon (Hallam) Power Plant to the commercial zoning at the "Bennet Corner" of Highways 2 and 43. (Amendment 9416)

It is the general policy of the Comprehensive Plan that new commercial growth be located in the cities and villages of the county where services and infrastructure can be provided. While no significant expansion of existing free standing sites or additions of new sites is shown on the plan, criteria should be developed to accommodate the appropriate new services in the county. (Amendment 9416)

Strategies:

- Ë Encourage the location of commercial and industrial uses at existing communities.
- Ë Continue to utilize the adopted County Board review policy where alternative sites are proposed.

7. General Commercial Areas

Goals

- ! *Improve the West "O" area.*
- ! *Discourage strip development and spot zoning and encourage more compact and higher quality retail and commercial development.*

! *Discourage strip development and encourage more compact and higher quality development.*

General Commercial Areas reflect those areas where commercial uses have grown in strip configuration along major thoroughfares. Typically this land use includes auto-oriented uses for the traveling public and extensive space users such as auto dealerships, lumber yards and farm implement dealers. The existing development of this category of commercial is generally located as follows: Cornhusker Highway from the airport interchange to 56th Street, 'O' Street from Downtown to NW 48th Street, 'O' Street from 17th to Gateway, 48th from Holdrege to 'O' Street, South Street from 8th to 17th Streets, and 27th Street from Vine to Holdrege.

The Community Congress Goals state that continued strip development should be discouraged and that more compact and higher quality development to accommodate these uses is desirable.

The existing condition provides for a variety of users and uses on extensive amounts of land and frontage. The traffic conflicts, lack of landscaping and design control has generally been viewed as a negative.

This plan reflects the existing condition and encourages the development of general commercial within the other mixed use areas. In the existing areas it is planned to encourage the redesign, reuse, reinvestment, and redevelopment of the strip commercial. Well designed centers for this type of land use are encouraged and specific subarea plans will be developed.

Strategies:

- E** Review techniques and procedures to encourage high quality development and improve existing developed areas.
- E** Develop and implement improvement programs for existing strip commercial areas. Elements of improvement plans may include consolidated access points, installation of landscaping, and evolution of improved sign design standards. Improvement plans should be sponsored by business associations in strip commercial districts.

8. Gateway and East Park

Goals

- !** *Encourage the development of competing regional retail centers while recognizing Gateway as currently being the dominant regional retail center.*
- !** *Discourage strip development and spot zoning and encourage more compact and higher quality retail and commercial development.*
- !** *Discourage strip development and encourage more compact and higher quality development.*

The Gateway/East Park area, generally located at 66th and 'O' Streets, incorporates the largest existing shopping area, including five traditional full line department stores. This area represents over 1.5 million square feet of space and is substantially built out. The area does have an adopted subarea plan addressing growth and traffic concerns. Use permits on much of the area include expansion, relocation and reconfiguration provisions as well as off-site improvements responsibilities.

This Comprehensive Plan incorporates the adopted Gateway Area Planning and Transportation Study and projects a stable area with moderate mixed use growth and redevelopment.

Strategies:

- E** Support the high quality and sensitive reconstruction, renovation and reconfiguration of the Gateway/East Park area and the immediate periphery.

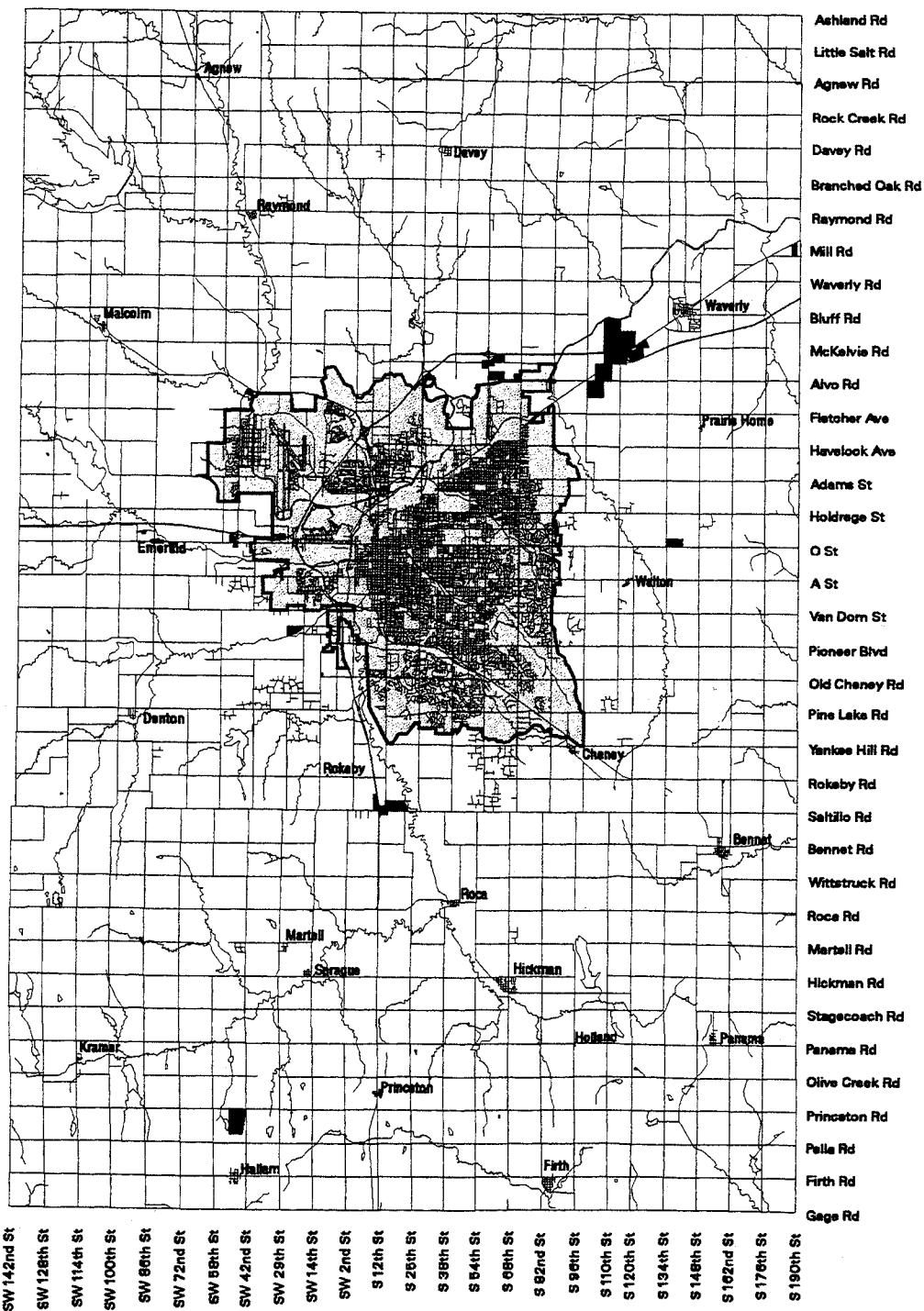


Figure 18A
Rural Zoned Areas



Lincoln City/Lancaster County Comprehensive Plan

- Rural Zoned Area
(Commercial or Industrial Zoning)
- Lincoln Year 2015 Service Limit

PAGE LEFT INTENTIONALLY BLANK

9. Other Mixed Use Areas

Goals

- ! *Encourage the coordination of the siting of regional retail centers and the transportation plan.*
- ! *Provide geographically convenient and accessible retail areas throughout the City and County so as to provide the widest possible variety of goods and services.*
- ! *Discourage strip development and spot zoning and encourage more compact and higher quality retail and commercial development.*
- ! *Attempt to eliminate conflicts between retail and institutional land use when siting new retail locations.*
- ! *Encourage the development of regional corporate office space in appropriate locations.*
- ! *Provide for the location of employment areas at sites which are convenient to existing and proposed residential areas throughout the county and accessible from the existing or proposed transportation system.*
- ! *Discourage strip development and encourage more compact and higher quality development.*
- ! *Encourage the development of competing regional retail centers while recognizing Gateway as currently being the dominant regional retail center.*
- ! *Assure that economic development is accomplished with respect for environmental quality.*

There are a number of mixed use areas identified in the plan which are outside Lincoln's Downtown. These centers will be much smaller than Downtown, with no one center anticipated to be larger than 20% of the total occupied Downtown commercial space. The centers are listed in Table 8.

Mixed use areas present special design opportunities. Buildings and facilities in the centers should relate to one another as an urban grouping. Parking facilities should provide convenient service, but should not dominate the project design. The centers should be completely integrated into all community transportation systems, including public transportation and trails networks. Finally, the mixed use centers should provide the contemporary equivalent of a traditional business district, with customer amenities and public spaces.

Strategies:

- E Developing mixed use centers will be subject to detailed review during the development process including specific review of site plans, impacts of the proposed project on the environment, traffic, utilities, public services, abutting neighborhoods and the community as a whole.
- E New mixed use areas will be of the highest quality urban design.
- E Desirable open spaces, buffers and landscaping will be provided in each mixed use area.
- E The natural features of the site, including views, significant vegetation and natural topography will be preserved in each mixed use area.
- E Human scale design shall be encouraged with linkages between neighborhoods for pedestrians and bicyclists as well as motorists.
- E Master planning of contiguously owned property will be strongly encouraged.
- E All new major discount or full line retailers will be located in mixed use centers.
- E Mixed use areas may provide space for corporate office parks, research and development activities and industrial development in appropriate cases.

10. Urban Villages

A new type of mixed use commercial area was added to the Plan in 1998. Urban Villages are envisioned as pedestrian oriented, mixed use areas of office, retail, residential, parks and public/semi-public uses. Areas designated in the Plan as "Urban Villages" should be integrated to the overall neighborhood design and are intended to primarily to provide goods and services at the neighborhood level. Further details on urban villages should be developed to work as a guide to permit innovative and more livable neighborhoods and neighborhood commercial centers.

The first of these areas is north of Highway 34 and west of North 1st Street which is anticipated to evolve through a public/private design process. (Amendment 9423)

11. Antelope Valley Mixed Use Development Area

The development of the Antelope Valley plan included community revitalization concepts. The redevelopment of the area between the north/south roadway and the waterway figured prominently in the development of the Antelope Valley plan. Several concepts were identified by the community to be included in a development plan for the area. Those concepts include: a supermarket near O Street and the new roadway; a mix of uses along the waterway that could include retail, restaurant and office uses on the first floor with apartments and office uses on upper floors; the development of new townhouses and apartments; and the development of a mixed use/service retail/and corporate office park south of O Street. The members of the public who participated in the Antelope Valley plan indicated a need for housing that would accommodate all income levels in this area.

Specific land uses and development plans for the area including the new north/south road and the channel have not been identified to date. Design Standards or overlay districts may be created for the area. The City, in conjunction with the Joint Antelope Valley Authority (JAVA) will be preparing a Redevelopment Plan for the area to further develop the land uses and strategies for redevelopment of this area. (Amendment 9460)

blank page

E. Industrial Land (Purple) encompasses areas where manufacturing, warehousing and trucking and transportation facilities are the dominant land use. Residential uses are discouraged in industrial areas.

Goals

- !** *Provide adequate and appropriately located areas for industrial development, with special emphasis on development of general aviation industries near the airport and nearby industrial parks.*
- !** *Encourage and maintain the supply of capable labor force to support orderly economic growth.*

Lincoln has a well diversified industrial base with growth industry opportunities concentrated in manufacturing groupings, with the exception of food processing, which have evolved in the land use needs from the more traditional industrial park to properties which provide higher amenities and image. Locally owned high growth firms in particular are seeking affordable locations which will not only safeguard their investments but which make a marketing image statement about the company firm as well.

The current land inventory can probably meet the needs of traditional manufacturing, however it is insufficiently diverse in geographic location and in some instances monopolistic leading to higher than average land development costs when compared with Lincoln's regional competitors. Continued development of properties in the Highlands and around the airport need to be encouraged as strong alternatives building upon existing infrastructure and development patterns.

The community needs to place strong emphasis upon the development of industrial properties which offer greater geographic alternatives taking advantage of existing transportation corridors and those under development. Added industrial sites within the next 10 years will be necessary to meet the existing demand for light manufacturing space. Greater geographic dispersal not only offers added market opportunities for the community, but supports the goals of creating higher paying primary employment and the need to maximize transportation efficiencies by placing employment opportunities in greater proximity to workers.

The community has identified the following employment center locations:

1. North 33rd Street and Folkways Blvd (Amendment 9440);
2. North 84th Street and Adams;
3. West side of S. 14th and Pine Lake Road. (Amendment 9416);
4. West side of North 27th Street between Interstate 80 and Arbor Road (Amendment 9440).

These represent the next generation of employment centers which place greater emphasis upon amenities and lower densities of development. If of sufficient size, the property could be a model for adapting development to the natural and built environments complementing the surrounding area. (Amendment 9404, 9416)

Strategies:

- Ē** The public and private sectors of the community, acting in concert with resources available through the State of Nebraska, should undertake a process of identifying the sites suitable for development as high amenity light industrial parks and employment centers. Sites to be considered should include Interstate 80 and North 27th Street, Interstate 80 and Highway 34, West "O" Street at the end of the runway, both sides of North 84th Street between Fletcher and Adams, the west side of North 70th Street south of the Interstate, and along North 56th Street south of the Interstate.
- Ē** Site identification, analysis and incorporation within the Comprehensive Plan should be completed within the next 12 months. Appropriate zoning and subarea or subdivision plans should be accomplished within the next 18 months.
- Ē** Utilization of appropriate areas within existing and planned transportation corridors (i.e. I-80, Highway 2, Highway 77, Salt Valley Roadway, East Beltway and South Beltway) for the development of industrial sites and parks should be encouraged.
- Ē** Investigate the use of legally binding and enforceable annexation agreements to encourage the development of primary employers (defined as "those firms involved in the conduct of research, development or testing for scientific, agricultural, animal husbandry, food product or industrial purposes; performance of data processing, telecommunications or

insurance services, administrative management or headquarters functions or performance of financial services licensed by the State of Nebraska."). Such annexation agreements may define the timing of and responsibility for the provision of municipal services including water and sewer service.

F. Parks & Open Space (Light Green) encompasses areas of public or private parks, outdoor recreation and open space, including golf courses and some trails. These areas are intended for intensive human use.

Goals

- ! Provide green space, including common green space, for active and passive use.*
- ! Maintain and refurbish parks, trails, tree resources and recreation facilities utilizing both public and private resources so that persons of all ages may have access to convenient, safe and enjoyable parks and recreation sites.*
- ! Develop and maintain a linear parkway system along waterways and roadways.*

It is anticipated that multiple use of lands, including the use for parks and open space, shall be promoted through intergovernmental or interdepartmental agreements; that parks and recreation master plans shall be coordinated with neighborhood subarea plans and with the plans of other public entities; that a priority shall be placed upon both the maintenance of parks and recreation infrastructure and the construction of new facilities; that new parks shall be planned and developed concurrently with the development of new residential neighborhoods; and that the availability of land and funding for parks and recreational facilities in the newly developing portions of the community shall be ensured utilizing a wide variety of funding techniques.

Strategies:

- E** Public parks and open space strategies and plans are further addressed in Chapter VI Community Facilities.

G. Public and Semi-Public (Grey) encompasses areas of public or semi public land use and/or structures that serve the general public. Only the largest and most significant facilities are shown on the land use plan. Dependent on their compatibility with the surrounding area, small scale public and semi public land uses may be allowed within all land use designations.

Goals

- ! Explore and encourage consolidation of City and County services and government.*
- ! Attempt to eliminate conflicts between retail and institutional land use when siting new retail locations.*

Public/Semi-public land is that land use category, other than Parks and Open Space, which is owned by or operated to serve the general public. This includes state and federally-owned land such as the Capitol, Regional Center, Penitentiary, Fair Grounds, Wyuka Cemetery and other publicly owned lands such as the Airport, University Campuses, the landfill, and the elementary and high school sites. Semi-public uses include those lands held by non-governmental owners which serve a similar purpose, such as cemeteries, private schools and colleges and church facilities. (Amendment 9416)

As a state capital and a county seat, Lincoln has many uses in this category. Approximately 7,100 acres of the City (17%) are in this category of land use.

This plan anticipates some continued growth of this land use, specifically for such items as new schools and churches, however, this will represent a declining percentage of total land since major new land consumers such as the Airport, University, Fairgrounds and Regional Center are not anticipated.

Strategies:

- Target growth of government facilities in the Downtown wherever possible.
- Work with the major land owners and new land acquisitions, such as the State, the University and the Schools, to eliminate conflicts of land use and support integrated future growth where possible.

H. Wetland and Water Bodies (Blue) encompasses water bodies and wetlands as designated from a base map provided by the U.S. Fish and Wildlife Service (FWS) developed through the National Wetlands Inventory (NWI) and other data sources. This information should be presumed to contain a margin of error of + /-30%; in other words 30% of the wetlands and water bodies shown on the map may not exist in the field and 30% of the wetlands and water bodies which exist in the field may not be shown on the map. Figure 19 shows the NWI Base Map.

Goals

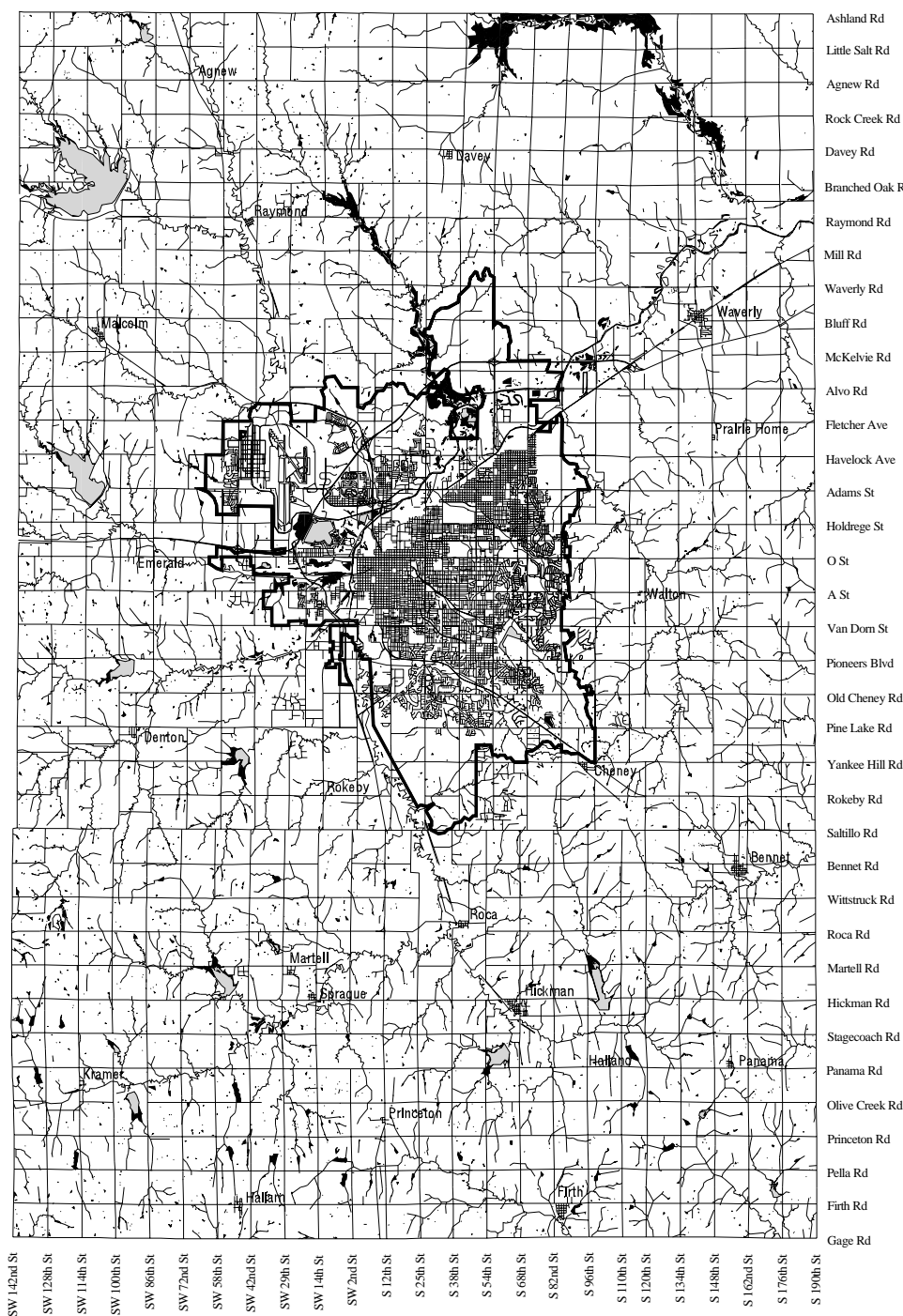
- ! *Maintain, preserve and enhance existing wetlands and restore degraded wetlands.*
- ! *Protect natural stream corridors and enhance man-made open channels for the purpose of improving water quality and reducing flood damage and erosion while retaining open space.*
- ! *Protect the quantity and quality of ground and surface water.*

Wetlands and water bodies provide a number of functions which are important to the health and welfare of the community: they provide storage for stormwater and help to control flooding, they provide habitat for threatened and endangered species, they improve water quality, they provide fish and wildlife habitat, they provide recreational opportunities and they are aesthetically pleasing.

Wetlands are protected under Section 404 of the Federal Clean Water Act which is administered by the U.S. Army Corps of Engineers and the U.S. Environmental Protection Agency. Under 404, it is necessary to secure a permit from the Army Corps of Engineers to discharge dredged or fill material into waters of the United States, which includes most wetlands. Failure to secure a permit can result in civil and/or criminal penalties.

Integration of the 404 permitting process into the land use regulatory system of the City and the County will reduce the amount of time and energy expended in the development process. Without an integrated system, a development proposal may be designed and engineered for compliance with local land use controls, then redesigned and engineered for the 404 permit and then redesigned again and again as the local and federal regulatory systems compete. An integrated process will eliminate bureaucratic redundancy and waste.

The inclusion of the NWI in this plan will allow for a preliminary identification of wetlands as an important consideration in the land use management system. This plan encourages the early identification of wetlands through the 404 process before engineering is finalized to meet local requirements. This early identification of wetlands will reduce the frustration of bureaucratic redundancy and waste.



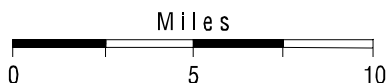
This map displays information developed by the U.S. Fish and Wildlife Service (FWS) through the National Wetlands Inventory (NWI) program. The NWI digital data are generated from stereoscopic analysis of high altitude aerial photographs. Wetlands were identified based on vegetation, visible hydrology, and geography in accordance with established national standards. Available documentation suggests that the information was prepared from aerial photography completed in September 1981. The exact date has not been confirmed at this time.

NWI maps provide an excellent source on general wetland locations, boundaries and characteristics. However, they are not a substitute for onsite inspection and analysis. Often times land use changes, drainage, restoration, development or other modifications occur from time to time that will affect wetland boundaries. Also, small wetlands and those obscured by forest cover may not be included.




The use of aerial photography may also introduce a margin of error. Further shifts may occur through the digitizing and projection sequences of the digital map production process.

An additional wetlands information base not reflected on this map is the U.S. Army Corps of Engineers report entitled, "Resource Categorization of Nebraska's Eastern Saline Wetlands." This report categorizes Lancaster County's saline wetlands by type and value. This report is incorporated into the Comprehensive Plan by reference and should be consulted for further information regarding the wetlands shown on this map.

Figure 19
Lancaster County Wetlands



Lincoln City/Lancaster County Comprehensive Plan

-  Lakes and Streams
-  Wetlands generally less than 20 acres & less than 2 meters deep (marshes)
-  Lincoln Year 2015 Service Limit

Source: National Wetlands Inventory

There are two types of wetlands in Lancaster County: freshwater wetlands and saline wetlands. Freshwater wetlands are located primarily along Salt Creek and its tributaries, with other freshwater wetlands scattered throughout the county. Saline wetlands are located primarily along Salt Creek, Rock Creek, and Little Salt Creek in the northern part of the county, and along Middle Creek west of Lincoln. Other potential saline wetlands exist in those areas and along other tributaries of Salt Creek.

Although flood control devices have been constructed and flood plain development regulations have been adopted through the City's Zoning Ordinance and the County's Zoning Resolution, many areas of the City and County are subject to flooding. These areas include a portion of Lincoln which was developed prior to the delineation of the flood plain (see Figure 20 Flood Plains).

As the City and the County continue to grow and develop, flood plain regulation and stormwater management will become increasingly important. Maintaining the capacity of our flood ways and flood plains to contain and carry flood waters and prevent damage should be an important consideration in all planning and development. In addition, construction of stormwater detention facilities should be carefully studied. Wetlands have traditionally played an important part in providing space for flood storage and reclamation of wetlands as flood storage areas should be carefully considered as a part of the stormwater management system.

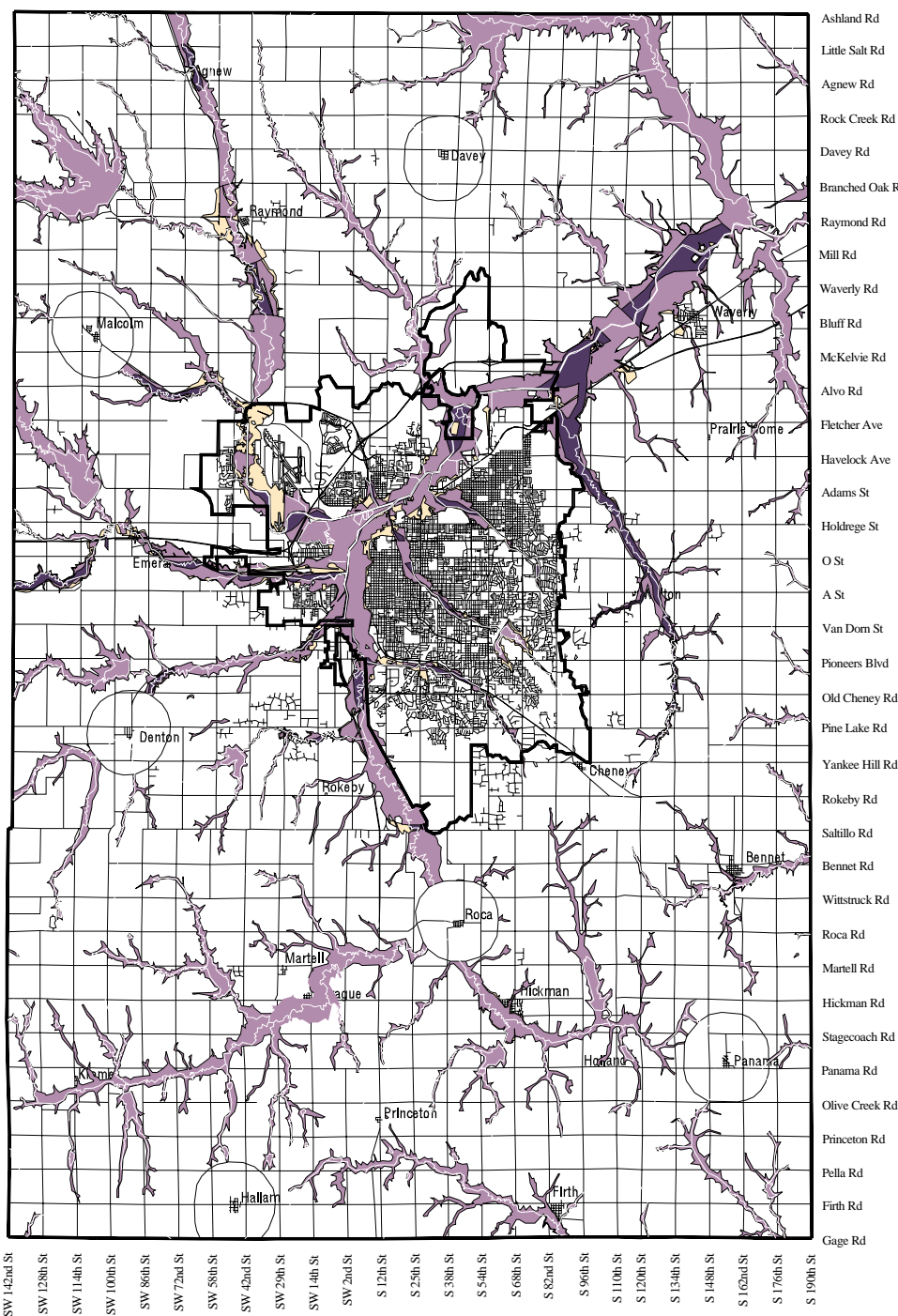
The flood plains of the City and County also may be appropriate for some kinds of agricultural production and for multiple use corridors for trails and natural ecosystems. Multiple use of the same general corridor can be an efficient and cost effective method of meeting multiple community needs. (Amendment 9416)

The Federal Emergency Management Agency is continually updating and improving the accuracy of the flood plain maps for the community. Every effort should be made to incorporate detailed digital maps into the City and County geographic information system.

It is anticipated that wetlands, water bodies and flood control systems will be developed in a unified system with multiple beneficiaries. Wetlands may serve as flood control, floodplains may develop as recreational areas, recreational areas may include wetlands which serve as wildlife habitat and improve water quality. It is also anticipated that project plans will be sensitive to wetlands and the zones of influence surrounding them in compliance with the requirements of the Section 404 process of the Clean Water Act.

Strategies:

- É Implementation of the community's goals to preserve and enhance wetlands must be balanced with the property rights of landowners.
- É The public should be informed and educated on the value of wetlands including the zones of influence around the wetlands.
- É Incentives should be provided for landowners that will encourage preservation of wetlands. Incentives to be considered include: a) fast-track plan approval; b) special density credits as in a CUP; c) infrastructure subsidies; d) acceleration of development rights, i.e., allow early development in phase 2 and 3 growth areas; e) allow contract zoning or transfer of development rights (TDR); f) establish wetland mitigation banks; g) receive technical help on how to preserve and enhance the wetland; and h) conservation easements for tax incentives.
- É A special development process for high value wetlands should be considered. In order to receive special benefits, landowners should develop acceptable subarea plans for the wetlands and the surrounding area of influence. Any owner of a wetland could submit such a plan. Owners of highly valued wetlands should have an approved plan before development in the subarea can occur. The subarea plan should become part of the Comprehensive Plan. Landowners not participating in a subarea plan would not be able to develop above the base line zoning and would not be eligible for special incentives.



This map displays floodway and floodplain information for the City of Lincoln and Lancaster County, Nebraska. The flood information was digitized by the Lincoln City - Lancaster County Planning Department from printed maps prepared for the National Flood Insurance Program (NFIP). This program is sponsored through the Federal Emergency Management Agency (FEMA) and the Federal Insurance Administration (FIA).

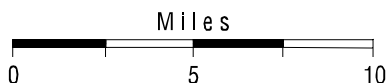
Approximately forty map panels from two separate NFIP map series were used in the digitizing process: (1) "Floodway: Flood Boundary and Floodway Map; and (2) FIRM: Flood Insurance Rate Map." The map panels varied in scale, though most were typically one inch equals 1000 ft. or one inch equals 2000 ft. In all cases the most current maps available to staff were used.

As noted on the map originals, the boundaries of the floodways were computed at cross sections and interpolated between cross sections. The floodways were based on hydraulic considerations based on FEMA regulations. The map originals were prepared to facilitate flood plain management activities only; they may not show all areas subject to flooding in the community or all planimetric features outside of the flood plain.

Please note that this map is not intended to replace the "Floodway" and "FIRM" map panels used in the digitizing process. All effort was made to represent as accurately as possible the original map panels. However, the scale and probable accuracy of the Floodway and FIRM maps, taken in tandem with the digitizing process, should be carefully weighed before applying the information displayed on the map. This map should not be used as a substitute for the printed NFIP maps.

There are no maps available for some of the incorporated towns. Therefore a one mile jurisdictional boundary has been shown on the map and flood details are shown up to that boundary. There also may be an apparent inconsistency between details on adjoining map panels eg. Waverly. In these instances the maps were digitized as provided and no attempt was made to correct the discrepancy.

Figure 20
Lancaster County Flood Map



Lincoln City/Lancaster County
Comprehensive Plan

- Floodway
- 100 Year Flood Zone
- 500 Year Flood Zone
- Lincoln Year 2015 Service Limit

- E Develop methods for maintenance and enforcement of wetland areas to insure perpetual care, safety and health.

I. Natural Environmentally Sensitive Areas (Dark Green) encompasses land and water masses which are of particular importance for maintenance and preservation. Such areas may be either publicly or privately owned. The uses of such areas may include some agricultural uses and very low intensive passive recreational uses such as walking trails when such uses are not harmful to the area. These areas have been shown 50 feet from wetlands and water bodies for illustration purposes. These areas should be confirmed by field investigation. (Amendment 9416)

Goals

- ! Assure that economic development is accomplished with respect for environmental quality.
- ! Provide for the monitoring and control of air, noise and visual pollution.
- ! Make preservation, protection and enhancement of our natural resources and open space an integral part of the current and long range planning and development processes.
- ! Provide for county-wide ecological planning.
- ! Increase urban and rural tree resources.
- ! Protect unique, rare, threatened or endangered plant and animal species in our community.
- ! Maintain, preserve and enhance native prairie, and re-establish native plants on eroded areas to halt soil degradation, provide economic gain and enhance the landscape.
- ! Preserve, conserve and expand the significant ecological resources and important historical sites that relate to the history and development of the community.
- ! Ensure the preservation and proper utilization of environmental resources (e.g., prime agricultural land, soils, water, clean air, absence of noise, native prairie and woods.)
- ! Respect the natural character of areas by incorporating natural features into new developments and adjacent existing projects.

Areas shown on the land use map with this designation include formally designated land such as Wilderness Park, Nine Mile Prairie and other dedicated natural land. It also includes an area along stream corridors, wetlands and water bodies of 50 feet. These designations are for illustrative purposes only and should be verified in the field.

Not shown on the map are all of the natural environmentally sensitive areas which have not received the protection of the owner for preservation. These areas may be designated dark green through subarea planning or other land use permitting activities.

Strategies:

- E Implementation of the community's goals to preserve and enhance environmentally valuable resources must be balanced with the property rights of landowners.
- E The public should be informed and educated on the value of environmentally valuable resources including the zones of influence around these resources.
- E Incentives should be provided for landowners that will encourage preservation of environmentally valuable resources. Incentives to be considered include: a) fast-track plan approval; b) special density credits as in a CUP; c) infrastructure subsidies; d) acceleration of development rights, i.e., allow early development in phase 2 and 3 growth areas; e) allow contract zoning or transfer of development rights (TDR); f) establish wetland mitigation banks; g) receive technical help on how to preserve environmentally valuable resources; and h) conservation easements for tax incentives.
- E A special development process for environmentally valuable resources should be considered. In order to receive special benefits, landowners should develop acceptable subarea plans for environmentally valuable resources and the surrounding area of influence. Any owner of an environmentally valuable resource area could submit such a plan. Owners of highly

valued wetlands should have an approved plan before development in the subarea can occur. The subarea plan should become part of the Comprehensive Plan. Landowners not participating in a subarea plan would not be able to develop above the base line zoning and would not be eligible for special incentives.

- È Methods developed for maintenance and enforcement of environmentally valuable resource areas to insure perpetual care, safety and health.
- , Make any necessary utility crossings in an ecologically sensitive manner and any necessary disturbance which is caused by such crossings should be reasonably mitigated to minimize disturbance of natural systems. (Amendment 9442)
- , Implement the Wilderness Park Subarea Plan. (Amendment 9442)

J. Agricultural Land (Light Yellow) encompasses land which has principally been used for traditional agricultural production. This land is now in transition to more diversified agribusiness ventures such as growing and marketing of products (e.g., horticulture, silvaculture, aquaculture) on site. Selected other uses (e.g., very low density residential with density ratios ranging from one dwelling unit per five acres to over 160 acres, ag-related services) may be allowed when such uses meet specified criteria such as compatibility with rural character and the availability of infrastructure and public services. (Amendment 9416)

Goals

- !** *Identify, evaluate and prioritize agriculturally productive land for continued agricultural production.*
- !** *Preserve highly productive agricultural land for agrarian purposes, as well as allow rural, non-agricultural residences; protect ecological and historic sites in rural Lancaster County.*
- !** *Plan and coordinate the development and provision of quality transportation, public safety, education services, health and human services, water (including quantity), and waste management for the entire rural area.*

Farming is the primary land use in Lancaster County, with approximately 82% of land in farms. The farm industry comprises 1,500 farms, over 3,000 people, and over 8 million dollars in local farm income. (Amendment 9416)

The farming trends in Lancaster County have basically followed those in the region in having fewer traditional farms, fewer "farmers" and farmsteads, and a consolidation of farms into larger traditional farming operations. This trend is expected to continue in some parts of the county during this planning period. (Amendment 9416)

Agricultural land use is changing from the traditional pattern of row crops, pasture and livestock. The new specialized agriculture uses include diversified horticulture, silvaculture and aquaculture. The raising of specialized livestock has increased to include such activities as buffalo, goats, lamas, fish, turkey, honeybees and ostrich. Other diversified uses can include "pick your own" apple orchards and pumpkin farms, cut your own Christmas trees, sod farms, and cash crop truck farming. Such agricultural uses are supported by the plan, when the design and intensity of use is compatible with the rural character of the county. (Amendment 9416)

A limited level of agricultural related and compatible diverse uses such as heritage centers, bed and breakfasts, golf courses, and residential acreages are expected to increase. (Amendment 9416)

This plan affirms the principle of the "right to farm" of farming operations such as dust created when planting or harvesting crops, the odors resulting from appropriate use of chemicals or the raising of livestock, and the noises of farm tractors and other machines used in farming operations. (Amendment 9416)

It also aims to enhance and maintain the rural character of Lancaster County and affirms the "right to farm," both legally and philosophically. (Amendment 9416)

Throughout the county overall density and intensity of uses in the agricultural area should remain relatively low and the transition to higher density residential ratios should be cautious and gradual. Densities should, however, also be related to safety considerations, the ability to provide services and adequate infrastructure, as well as to the natural characteristics and carrying capacity of the land itself. Residential and other uses should be buffered from adjacent agricultural uses. (Amendment 9416)

Residential uses also need to blend with productive agricultural land uses during this transitional period, which is envisioned to extend over the next 15-20 years. Options in density and lot size during this period, including such concepts as (1) clustering with various densities and lot sizes and (2) site-specific higher or lower density developments, should be allowed by resolution and design ordinances to respond to the diversity of varying land use needs throughout the county. (Amendment 9416)

During this plan compatibility will be a continuing issue between farm operations, acreage residents and pressures of urban expansion. (Amendment 9416)

K. Other Incorporated Places (White) which are outside of the land use jurisdiction of the City of Lincoln or Lancaster County these include the cities of Waverly and Hickman and the villages of Malcolm, Raymond, Davey, Denton, Bennet, Sprague, Roca, Panama, Hallam and Firth. (Amendment 9416)

Goal

! *Promote a pattern of growth and annexation that will support an adequate tax base for and an efficient use of present and future public investment in roads, sewer, water, electricity and other services.*

There are 12 incorporated communities in Lancaster County besides Lincoln, they are: the cities of Hickman and Waverly and the villages of Bennet, Davey, Denton, Firth, Hallam, Malcolm, Panama, Raymond, Roca, and Sprague. These communities develop, adopt, and enforce their own Comprehensive Plans, Zoning, and Subdivision for their corporate limits and one mile thereof.

The combined population of the incorporated communities is approximately 5,600 persons (2.6% of the county). These communities provide much of their own facilities and services but they do integrate into and effect the county systems.

These communities are expected to grow at a rate similar to that of the county as a whole.

The County Future Land Use Plan shows these areas as outside the City County jurisdiction.

It is anticipated that the adopted Lincoln-Lancaster County Comprehensive Plan will be distributed to each community for coordination with their plan and that each community's adopted Comprehensive Plan will be incorporated into the Lincoln-Lancaster County Comprehensive Plan as an adopted Subarea Plan and coordinated with accordingly. Continuing close coordination between jurisdictions is strongly recommended.

Strategies:

- E** Actively communicate and coordinate growth and implementation with the other incorporated places in Lancaster County.
- E** Actively direct new growth opportunities to the other incorporated communities of Lancaster County.
- E** Incorporate or reflect the adopted plans of the other incorporated places where possible.

L. Subarea Plans

Goals

! *Encourage the development of strong neighborhood associations.*

- ! Encourage open communication and public awareness of programs and projects that are planned or available to rural and urban neighborhoods that would assist residents in preserving their neighborhoods.*
- ! Provide public facilities and neighborhoods to enhance the existing neighborhoods.*

Subarea planning, at a neighborhood or area level, can identify and address issues at a scale which is much more refined and responsive to local needs than can be attained under the much broader outline of the Comprehensive Plan. Subarea plans may then become incorporated into the Comprehensive Plan through formal adoption. Subarea plans can serve as an official guide for neighborhood decision makers and various City or County departments to promote improvements in the following areas: land use, housing, traffic, code enforcement, parks and recreation, public safety, infrastructure and the built and natural environments.

The 1985 Comprehensive Plan listed seven subarea plans which had been approved and incorporated by reference as part of the 1977 Comprehensive Plan: Lincoln Center Plan, University of Nebraska Campus Plans, Capitol Environs Plan, Malone Neighborhood Plan, Airport Subarea, Hartley Neighborhood Plan, and the University Place Neighborhood Plan.

Since the adoption of the 1985 Comprehensive Plan there have been eight subarea plans (including two for the Highlands) which were officially adopted and amended to the Comprehensive Plan. Five of these subarea plans are for specific neighborhoods: (the 1987 University Place Neighborhood Plan, the 1987 Woods Park Neighborhood Plan, the 1990 and 1993 Highlands Area Master Plans, and the 1994 South Ridge Subarea Plan), two others cover broader areas (the 1989 North 27th Street Corridor Study and the 1990 Gateway Area Planning and Transportation Study), and the final was a specialized plan (the 1990 Downtown Lincoln Housing Plan). Some of these existing subarea plans, especially those adopted prior to 1985, need to be updated and revised to reflect changing community policies and conditions. The four neighborhood subarea plans officially adopted as part of the 1985 Comprehensive Plan which remain valid (1987 University Place Neighborhood Plan, 1987 Woods Park Neighborhood Plan, 1993 Highlands Area Master Plan, and the 1994 South Ridge Subarea Plan) and the 1994 update of the Downtown Lincoln Housing Plan are hereby incorporated by reference and shown in Appendix A. The 1989 Downtown Master Plan has also been adopted by the City Council and is hereby incorporated by reference into the 1994 Comprehensive Plan.

In addition to the officially adopted subarea plans, a number of other neighborhood and subarea plans have been completed. These include a number of northeast radial reuse studies, two South Salt Creek Neighborhood Plans (1978 and 1988), blight determination and redevelopment plans for the Malone neighborhood, retail/commercial area studies for University Place, Havelock, and Malone, and plans for southwest Lincoln and University farmland development.

The City and the County recognize that the urban and rural neighborhoods of Lincoln and Lancaster County are a vital and integral part of the community. The City and the County are committed to fostering quality and pride within them. These neighborhoods and subareas are encouraged to develop neighborhood goal statements, and if appropriate more extensive plans, for possible inclusion in the Comprehensive Plan. Neighborhoods including or immediately adjacent to existing or proposed retail, office, industrial or public facilities such as universities, hospitals or recreational facilities are strongly encouraged to develop and submit subarea plans for adoption as an element of the Comprehensive Plan. If a subarea plan has been adopted as part of the Comprehensive Plan, all development in the subarea must be in conformance with the subarea plan. The subarea planning process is intended to provide an opportunity for people to initiate rather than react to change.

Subarea plans shall be adopted as elements of the Comprehensive Plan according to the following criteria:

1. Consistency with the Comprehensive Plan.

2. Openness of the planning process and general notification to all residents (owners, businesses, tenants, etc.) within the neighborhood or subarea.
3. Participation of a representative number of residents (owners, businesses, tenants, etc.) in the planning process.
4. Definitive plan boundaries which should not overlap with other subarea plan boundaries.
5. Consistency with budget constraints, other City-wide and County-wide policies and ordinances.

Subarea plans should address issues related to land use and development, code enforcement, transportation and traffic, parks and recreation, zoning, maintenance of infrastructure, public safety and environmental issues. As new neighborhood or subarea plans are approved and adopted, they will be included with other approved plans in Appendix A.

Strategies:

- È Neighborhood plans should be utilized to build a sense of community within the area, as well as to create a positive image and identity for the neighborhood.
- È Neighborhood or subarea planning should be viewed as a collaborative effort between the City and County governments, property owners, residents and other interest groups who share a common interest in a neighborhood or place.
- È Neighborhood or subarea plans should be utilized to identify opportunities and constraints within developing areas of the community and to establish a unified vision of the areas's future including needs for infrastructure, community facilities and public services.
- È Encourage the development of neighborhood subarea plans throughout the City.

Appendix "A" also includes maps for each area of the City and County: Developed neighborhoods within or adjacent to the current Lincoln City limits, those that are in the growth areas of the City, and those that cover the remainder of the County. Although the other incorporated places are not currently within the planning or land use jurisdiction of the City or County, their planning efforts might be integrated into the County plan as a "subarea" should the appropriate interlocal agreements be reached.